

LETTER

FROM

THE SECRETARY OF THE TREASURY,

COMMUNICATING,

In compliance with a Senate resolution of March 11, 1873, information in relation to the space allotted to each steerage-immigrant on board ship.

JANUARY 23, 1874.—Referred to the Committee on Printing.

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TREASURY DEPARTMENT,
Washington, D. C., January 21, 1874.

SIR: I have the honor to acknowledge the receipt of the following resolution of the Senate, dated March 11, 1873:

Resolved, That the Secretary of the Treasury is hereby directed to inform the Senate, at its next session, how many superficial feet of clear space are allotted to each steerage immigrant on board ship, according to the official reports of the collectors of customs; also to cause the atmosphere of some of the steerage-compartments to be chemically analyzed by a competent expert, with a view of ascertaining its healthfulness; and also to have an examination made of the general treatment of immigrants on board ship; and to suggest such alterations in existing laws as may be necessary to secure effectual protection to steerage-immigrants.

Under the resolution I employed several persons to investigate and report in such a manner as to enable me to properly respond to the inquiries of the Senate. Their reports are transmitted herewith, as containing the information requested touching the amount of space allowed immigrants, the condition of the atmosphere in the compartments, and the general treatment of immigrants.

To the portion of the resolution requiring me to suggest such alterations in existing laws as may be necessary to secure effectual protection to steerage-immigrants, I reply, that the act of March 3, 1855, (Stat. at Large, vol. 1, p. 15,) now in force, should be either amended to a very considerable extent, or be repealed altogether, and replaced by one more in accordance with the requirements of the subject to which it relates. Its wording is such that it does not govern the carriage of passengers in steam-vessels, further than to require that a certain space shall be allowed on the deck on which they are berthed, and it does not determine the space to be allowed on sailing-vessels bringing immigrants to this country. If made applicable to both steam and sailing vessels, of all nationalities, bringing immigrants to the United States, it would still be defective in failing to make adequate provision for the protection of immigrants.

I therefore recommend additional legislation relative to the following subjects, in regard to which, it appears to me, that sufficient information is given in the reports, and in the draughts of bills appended there-

to, to render easy the framing of a proper bill for the action of Congress, to wit:

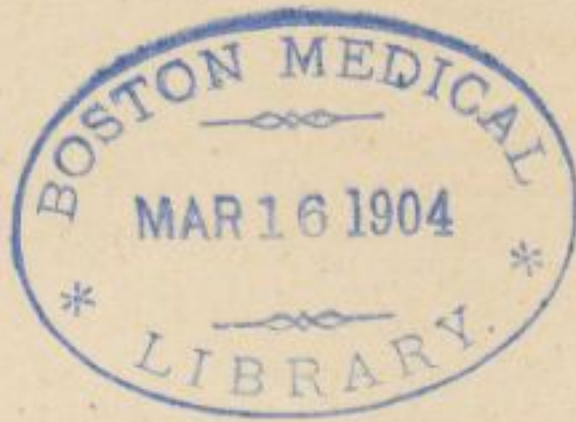
- The space allowed to immigrants on board ship.
- The decks on which passengers may be berthed.
- The manner in which decks and compartments shall be constructed, divided, cleaned, and lighted.
- The number, length, width, and arrangement of the berths.
- The hospitals, closets, and ventilation.
- The manner in which the stairways and hatchways shall be constructed.
- The stowage of luggage.
- The carriage of lunatics, criminals, idiots, and felons.
- The cooking-apparatus.
- The cooks, stewards, and stewardesses.
- The provisions, water, medical stores, and disinfectants.
- The survey of immigrant-vessels.
- The medical officers and inspections by them.
- The taking on board of passengers afflicted with contagious diseases.
- The granting of certificates by Government officers.
- The equipments of vessels with life-boats, life-rafts, and life-preservers, and the manner in which such equipments shall be stowed.
- The supply of chronometers, anchors, signal-apparatus, life-buoys, fire-engines, fire-extinguishers, and cables.
- The carriage of loose hay and similar articles, articles which ignite by friction, explosive substances, and articles prejudicial to health.
- The efficient manning of the vessels.
- The discipline to be observed on board, and the prevention of assaults on passengers.
- The visiting of compartments by the crew, the officers, or by persons of different sex from the occupants.
- The sale of spirits.
- The support of immigrants for twenty-four hours after arrival.
- The posting of abstracts.
- The landing of passengers at a place not agreed upon.
- The reports to be delivered by the masters or medical officers.
- The payment of a sum of money for each immigrant dying aboard ship.
- The limitation of penalties to a certain aggregate amount, for violations of law on any one voyage.
- The making of any penalty incurred a lien on the ship.
- The speedy release on bail of ships seized, and the taking of testimony without delay.
- The authority of the Secretary of the Treasury to make appropriate regulations.

It may be remarked that nearly all of the matters above referred to have been the subject of careful legislation on the part of Great Britain and other countries, and that any legislation here in relation to them should follow, so far as proper, the regulations already established by those countries, or regulations which by common consent are considered necessary.

I am, sir, very respectfully,

WM. A. RICHARDSON,
Secretary.

The PRESIDENT OF THE SENATE,
Washington, D. C.



REPORT
ON
THE IMMIGRATION SERVICE,

BY
JOHN M. WOODWORTH, M. D.,
SUPERVISING SURGEON U. S. MARINE-HOSPITAL SERVICE.

1873.

CONTENTS.

	Page.
I. LETTER OF TRANSMITTAL	5
II. SYNOPSIS OF REPORT	11
III. REPORT	91
OBJECT AND SCOPE OF THE INVESTIGATION	19
RESULTS OF THE INVESTIGATION, SUGGESTIONS, ETC	20
(1.) Space allotted to steerage-immigrants on board ship	20
(2.) Ventilation	22
(3.) The general treatment of immigrants on board ship	23
(4.) Legislation	24
IV. DRAUGHT OF AN ACT	30
V. APPENDIX	37
A. ERRORS IN ADMEASUREMENT OF SUPERFICIAL SPACE ALLOTTED TO IMMIGRANTS	39
B. STATISTICS	45
(1.) Table showing the average lengths of voyages, numbers of passengers, absolute and relative mortalities, &c., of steam- ships and sailing-vessels arriving at the port of New York during the six months ended December 31, 1867, and during the corresponding period of 1872	45
(2.) Table showing infant-mortality on steamships and on sailing- vessels arriving at the port of New York during the six months ended December 31, 1872	46
(3.) Table showing mortality among passengers arriving at the port of Baltimore during the quarter ended March 31, 1873, (tabulated direct from examiner's reports)	47
C. THE UNSEAWORTHINESS OF SAILORS AS AFFECTING THE IMMIGRA- TION SERVICE	47

SYNOPSIS.

This report is based upon the personal examination of thirty passenger-carrying vessels, comprising twenty-one steamships and nine sailing-vessels, and an inspection of 8,448 steerage-passengers carried thereon.

Owing to the season of the year at which the investigation was made, few of the compartments contained the maximum number of passengers allowed by law; the average space legally allowed on the vessels examined being 15.22 superficial feet, while the space actually occupied was 17.75 superficial feet to each statute passenger.

"The official reports of the collectors of customs" were found to be inaccurate; vessels being incorrectly reported as to passenger-carrying capacity, (and, consequently, in some instances, for carrying excess of passengers,) as to number of decks, ventilators, and a variety of minor details. These errors, it is believed, arise from the loose and inoperative law under which examinations are made, and through which the duties of examiners are merely perfunctory. The chief evil caused by these incorrect reports is in impairing the value of statistics computed from such sources, since no action has ever been maintained for a reported violation of any of the provisions of the act of March 3, 1855, ex-Solicitor Jordan being "of opinion that there is too much doubt as to the applicability of the penalties to the case of a vessel arriving from abroad to warrant any attempt to enforce them." (*Solicitor's Office, December 12, 1866.*)

The investigation having been conducted at ports of arrival, or during the last few hours of the voyage, when, in order to pass examination by health-officers and others, unusual efforts are made at cleanliness and ventilation, a chemical analysis "of the atmosphere of the steerage compartments" would have been misleading for any purposes of sanitary knowledge or legislation. Instead of this a careful study was made of the provisions and appliances for ventilation, a detailed account of which is given in the report.

No uniform system obtains; but the newer steam-vessels are believed to be quite as well if not better ventilated than the average hotel, hospital, or other public building. While not recommending any particular plan of ventilation, a combination of the two systems—"propulsion," the one in general use, and "suction"—is believed to possess decided advantages over either one singly, and the feasibility is suggested of utilizing the escaping heat of the furnace-rooms and of the funnel for creating an exhaust current from the steerage compartments through properly located foul-air shafts, by which mode the "suction" of foul air from the steerage could be efficiently and economically combined with the "propulsion" of fresh air into the compartments, by the usual ventilating shafts, wind-sails, &c.

Without assuming the rôle of amateur steerage-passenger, and in that manner personally testing "the general treatment of immigrants on board ship," it is believed that a trustworthy opinion on this subject has been arrived at from other methods of observation. Thus a personal inspection of a large majority of the passengers of the vessels

examined, and conversation with many of them, a critical examination of the accommodations and equipments of the vessels, and a collation of various reports and statistics for the past ten years furnish the data from which the inference is drawn that much of the cruelty, ill-usage, and general discomfort of the steerage passage belong to the history of the past—a time when the Tapscott or Black Ball liner was the representative passenger-carrying vessel.

With the gradual supplanting of sailing-vessels by steamers have come shorter voyages, increased space, improved accommodations, more light, better ventilation, more abundant supplies of more wholesome food and water, and a superior *morale* of officers and crews; though in this latter respect there is still much to be desired.

As a direct result of these changes, the mortality among steerage-passengers has been reduced over 50 per cent. in five years, the respective per millages for the two periods and for each class of vessels being—

	1867.	1872.
On sailing-vessels	11.67	5.42
On steamships	1.03	.45

This reduction is due, undoubtedly, to the improved administration of the emigrant service, an improvement for which, it must be confessed, the United States is entitled to little if any credit. For while, in the language of ex-Secretary Boutwell, "the interest of the United States lies in the character and health of the emigrants this country receives, and, therefore, * * * it is deemed of the utmost importance to hold foreign vessels to such regulations as will give greatest security to the life and health of the emigrants," the fact is, that owing to the interpretation of existing emigration laws, with the single exception of collecting a penalty of \$10 for every immigrant-passenger over eight years of age who dies on the voyage, we do not hold foreign vessels to any regulation at all; and the examinations of such vessels by our inspectors of customs to ascertain "whether the requirements of law have been complied with," (sec. 9, act March 3, 1855, 10 Stat., 718,) are made as a matter of form only, so far as the exaction of any penalties for non-compliance with the requirements of law is concerned.

While this improvement in the immigration service has thus reduced the general mortality, the effect of the competition of steamships in driving sailing-vessels out of the service has also had much to do with lessening the death-rate. This is shown by the fact that where the service is to any great extent still performed by sailing-vessels, the mortality rises in direct ratio to the proportion of passengers carried by them. Thus, during the five years above quoted, while the mortality on sailing-vessels was reduced over 50 per cent., only about 8 per cent. of the total number of immigrants was carried on them in 1872, while nearly 25 per cent. was so carried in 1867.

A striking proof of the connection between these two facts, as cause and effect, was found in the statistics at the port of Baltimore, during the spring of 1873. At this port for the quarter ending March 31 there arrived 1,602 steerage-immigrants, of whom 711 were brought by sail and 954 by steam. Of the former, 32 died on the voyage, and only two of the latter, being in the ratios of one death to every 477 steam-passengers and one to every 22.2 sail-passengers.

The usual mode of stating mortality on shipboard misleads the general reader who is not careful to distinguish between per annum mortal-

ity and the mortality per voyage. Through this oversight a mortality of 261 in 228,722 passengers is quoted in a recent report to the Secretary of the Treasury as "a most favorable showing," and, inferentially, as indicating little room for improvement in the immigration service.

As a matter of fact, this mortality represented an *annual* death-rate of over 35 per thousand, or very nearly three times as great as the annual death-rate in the United States according to the last census. The real discrepancy is even greater than this, since immigrants are, generally, in the prime of life, the most enterprising and the most viable of the class to which they belong, and, before being allowed to go aboard, are inspected by a medical officer to prevent those unlikely to stand the voyage from embarking; so that they represent "selected lives" in a measure, while the census returns include all ages and conditions, and, during the last decade, covered the mortality of the war. During the last six months of 1872, however, the per annum mortality of steam-passengers was, as it should be, from the causes above enumerated, a little less than the United States per annum mortality, and may be justly cited as a "most favorable showing" for steamships when compared with the mortality on sailing-vessels for the same period—a mortality which equaled a per millage of 44.8 per annum.

With the exception of certain measures looking to protecting passengers from contact with the crew, there would seem, from the general testimony, little to be desired in the treatment of immigrants on steamships, while as to sailing-vessels it is believed that competition is driving them out of the passenger-carrying trade so rapidly as to render it unnecessary to recommend any specific action with regard to them.

The subject of the re-establishment of the National Bureau of Immigration has been carefully considered in connection with the clause in the Senate resolution asking for suggestions of "alterations in existing laws," &c. The history of the Bureau created by the act of July 4, 1864, (13 Stat., 385,) and abolished by act of March 30, 1868, (15 Stat., 58,) has been obtained, (partly by correspondence with two of the commissioners of the Bureau, the Hon. H. N. Congar and R. S. Chilton,) and the conclusion arrived at that such an agency is inexpedient and unnecessary, since it would be the occasion for renewed protests from, and hostility of, State organizations, and could only be effective after subverting a repeated decision of the Supreme Court to the effect that the States have paramount authority in all that is essential to the operation of such a Bureau. In this connection the language of Ex-Commissioner Congar would seem to be conclusive: "The pregnant fact that it [the Bureau of Immigration] was a failure was the actual cause of its summary abolishment."

In preparing the draught of a bill embodying "such alterations in existing laws" as the investigation seems to indicate "may be necessary to secure effectual protection to steerage-immigrants," the aim has been to make it simple, concise, and equitable; avoiding the creation of new and unnecessary machinery for its execution; studiously refraining from meddlesome interference with existing organizations, some of which are conducted with exceptional fidelity and thoroughness; defining its requirements as directly and clearly as the conditions of the service will allow, and where such conditions are vague or variable, seeking to secure the necessary flexibility and comprehensiveness without voluminous detail; and finally, recognizing the rights of capital already invested by assimilating the proposed enactment to the existing laws of other countries, so far as this may be done without sacrificing the interests and welfare of the immigrant.

The following is a brief summary of the proposed act :

By the use of the term *migrant*, covering both "emigrant" and "immigrant" passengers, much verbiage is dispensed with in the first section, defining the application of the act, without sacrificing clearness or comprehensiveness.

Section 2 requires 100 cubic feet of clear space to be furnished throughout the entire voyage for each statute passenger on the uppermost between-decks, and 120 cubic feet in the second between-decks; no passenger to be berthed in a sailing-vessel below the uppermost between-decks, nor in a steamship below the second between-decks, nor in any vessel in any space where the vertical height is less than 6 feet, nor upon any orlop or temporary deck or platform.

Section 3 provides for decent privacy for the sexes by berthing single male passengers forward, families next, and single female passengers aft—the respective compartments to have separate means of light and ventilation, and of communication with the deck.

Section 4 prescribes the mode of construction and the arrangement of berths, their size, location, &c.

Section 5, instead of lengthy detailed diet-tables, directs that each passenger shall be supplied daily with water and cooked food, "equal in quality and quantity to the ration of the United States Navy."

Section 6 regulates the hospital accommodations, their capacity, location, ventilation, light, and equipment; directs the employment of physicians on vessels of a given capacity, and requires from them certain reports on vital statistics, hygiene, &c., now called for from the captain.

Section 7 authorizes an experienced matron to be engaged as *steerage-stewardess* on vessels of a given capacity and upward, who shall be employed in "assisting to maintain cleanliness, order, and discipline among the female passengers."

Section 8 orders suitable lavatories and water-closets—one basin and one space for each fifty passengers—distinct sets for each sex, and those for women and children to be easily and safely accessible in all weathers.

Section 9, in enjoining the carriage of life-buoys or preservers and of boats sufficient in number and capacity to float or carry the largest number of persons—passengers and crew—the vessel may be rated to carry, provides that "suitably constructed life-rafts or floats may be substituted for a portion of the boats, in the discretion of the examiner."

Section 10 directs a sufficient number of portable fire-extinguishers to be carried in readily accessible places, in addition to the usual means of extinguishing fires by pumps, engines, &c.

Section 11 requires descriptive diagrams of passenger-carrying vessels to be furnished to collectors of customs, in order to facilitate the inspection of such vessels by the examiners.

Section 12 modifies the penalty of \$10 for the death, during a voyage, of each person over eight years of age—prescribed by section 14, act March 3, 1855, (10 Stat., 715)—so as to apply only to deaths of persons over twelve years of age; but provides that a penalty of \$5 shall also be paid for the death, during the voyage, of each person under twelve years of age.

Section 13 extends the provisions, requirements, and penalties of the act "for the better protection of female passengers," (March 24, 1860, 12 Stat., 3,) and of the eighth section of the "act further to regulate the carriage of passengers," &c., (July 4, 1864, 13 Stat., 961,) to all passenger-carrying vessels under the proposed act.

Section 14 recognizes the interest of the citizens of the port in the character and condition of its immigrants, by authorizing boards of

health or kindred bodies to prescribe the necessary sanitary regulations, which regulations are to be submitted to the Secretary of the Treasury, through the various collectors, who will make appropriate indorsements.

Section 15 makes the approval of the Secretary essential before such regulations can be construed and enforced as provisions of the act.

Section 16 entitles informers, other than officers or persons charged with the execution of the act, to a reward of one-half of any sum or sums forfeited under the act and paid upon their information.

Section 17 charges collectors or other chief officers of customs with the execution of the act, and provides for the appointment of *examiners* of vessels and defines their duties.

Section 18 empowers collectors to refuse clearance to any vessel reported by an examiner for violation of the provisions of the act, until her master shall have deposited an amount equal to the penalty prescribed for the alleged violation.

Section 19 orders a report of such deposit to be made to the Secretary of the Treasury within twenty-four hours after its receipt, accompanied by a certified copy of the examiner's report upon which the deposit was exacted, and directs the forfeiture of the deposit to the United States, unless appeal be made within thirty days after its payment.

Section 20 provides for the formation of a *board of appeal*, consisting of the collector, surveyor, and naval officer of the port, which board shall have power to administer oaths and to compel the attendance of witnesses, and shall upon the evidence adduced before it, in any case of appeal by the master of a vessel from the report of an examiner, prepare a statement of the facts as proven in such case, which statement, signed by the members of the board, or a majority of them, is to be forwarded to the Secretary of the Treasury, who, thereupon, may, in his discretion, confirm the forfeiture of the deposit to the United States, or may order its repayment or the repayment of any portion of it, and may direct the suspension or dismissal of any examiner making an incorrect or false report.

Section 21 gives the board of appeal discretionary power to inflict an additional penalty, not exceeding in amount the amount of the expense of the session of the board, upon any master making an unsustained or frivolous appeal.

Section 22 prohibits an examiner from pleading his official function under the act in defense or in bar of any action for damages resulting from an incorrect or false report.

Section 23 recognizes the compliance, by a steamship of any other nationality, with the kindred legal provisions and requirements of said nationality, as a compliance with the provisions and requirements of sections 2, 4, 5 and 8 of the act; but excludes from such favor the vessels of any country which discriminates against the vessels of the United States.

Sections 24, 25, and 27 are the entitling, defining, and repealing sections, respectively.

In directing, in section 26, the various periods after its passage when the act shall take effect, ports on the Pacific coast of the United States are purposely omitted, since it is not known how far the provisions of such an act are applicable to the peculiar conditions of the immigration service between China and Japan and this country.

REPORT OF AN INVESTIGATION
INTO THE
TREATMENT AND CONDITION
OF
STEERAGE-PASSENGERS,

MADE DURING

THE MONTHS OF JULY, AUGUST, AND SEPTEMBER, 1873, AT THE PORTS
OF NEW YORK, BOSTON, PHILADELPHIA, AND BALTIMORE,

WITH SOME

SUGGESTIONS OF NEEDED LEGISLATION CONCERN-
ING THE IMMIGRATION SERVICE.

BY

JOHN M. WOODWORTH, M. D.,
SUPERVISING SURGEON OF THE U. S. MARINE-HOSPITAL SERVICE.

REPORT OF AN INVESTIGATION
INTO THE
TREATMENT AND CONDITION
OF
EMIGRANT-PASSENGERS
ON THE
SHIPS OF THE UNITED STATES
AND THE
MANNER OF THE
RECEPTION OF THEM AT THE PORTS
OF THE UNITED STATES
BY
JOHN M. WOODWARD, M. D.
OF THE
BUREAU OF THE GENERAL LAND OFFICE

REPORT.

OBJECT AND SCOPE OF THE INVESTIGATION.

The Senate resolution, in accordance with which this investigation was made, directs the Secretary of the Treasury to inform the Senate at its next session—

[I.] “How many superficial feet of clear space are allotted to each steerage-immigrant on board ship, according to the official reports of the collectors of customs;

[II.] “Also, to cause the atmosphere of some of the steerage-compartments to be chemically analyzed by a competent expert, with a view of ascertaining its healthfulness;

[III.] “Also, to have an examination made of the general treatment of immigrants on board ship; and

[IV.] “To suggest such alterations in existing laws as may be necessary to secure effectual protection to steerage-immigrants.”

The instructions in the Department letter ordering the investigation upon which this report is based were of such a general nature as to allow of a wide discretion in the conduct of the investigation; and this has been availed of to the extent, for example, of criticising the defects in the “official reports of the collectors of customs,” and of the statute under which they are made, rather than by giving a technical answer to the inquiry contained in the first clause of the resolution. As these reports (of the number of feet of space allotted to immigrants, &c.) are matters of record in the Bureau of Statistics, it was not believed that such answer was contemplated by the Secretary.

In like manner, a chemical examination of the air of the steerage-compartments, directed in the second clause of the resolution, was deemed unadvisable, for the reason that an examination of the air of an incoming vessel subjected, as most passenger-carrying vessels are, to a more or less thorough purification during the twenty-four hours immediately preceding her arrival, could not fail to be misleading for any sanitary or legislative purpose. The majority of the vessels boarded during this investigation, and many of them several hours before arrival at the dock, were found with open hatches, side-ports, &c., and most of the passengers on deck; so that the quality of the air of the steerage-compartments was, generally, unexceptionable, and gave no indication of what it would be with the usual complement of occupants, and still less of its condition with hatches, &c., closed during the night or in heavy weather, when burning lamps were supplanting its oxygen with the poisonous products of combustion. Instead, therefore, of a chemical analysis under the circumstances above detailed, a careful study of the various provisions for ventilation was made, and the results are embodied under the general head, Ventilation.

As this investigation was conducted on vessels in port, any examination “of the general treatment of immigrants on board ship” as directed in the third clause of the resolution, was manifestly impracticable, except in so far as such treatment could be inferred, upon inspection, from

the general condition and appearance of the immigrants at the conclusion of the voyage, from conversation with the immigrants themselves, and from an examination of the vessel and her belongings. Such inspections and examinations have been made of eight thousand four hundred and eighty-eight steerage immigrants, and thirty vessels, comprising twenty-one steamships and nine sailing-vessels; and the results are reported under the heading, "General treatment of immigrants on board ship."

In response to the fourth clause of the resolution, concerning "alterations in existing laws," &c., is submitted the draught of a bill to regulate the carriage of steerage migrant passengers to and from the United States in steamships and other vessels. This has been prepared after a careful perusal of the laws of the United States on this subject, from the act of March 2, 1819, down to the present time, together with a diligent collation of existing United States laws with those of Great Britain, with the ordinances and regulations of the North German Union, of Sweden and Norway, and of Portugal, a thorough study of various conventions, proposed regulations, correspondence, and such other means of information as were accessible, including personal conferences with commissioners of emigration, collectors, surveyors, examiners, and other customs-officers, boards of health, and other quarantine authorities, presidents and other officials of emigration societies, surgeons, pursers, and other officers of vessels, &c.

Throughout this investigation it has been sought to ascertain from as many and as diverse sources as were available the actual status of the immigration service; and where defects or evils have been discovered, to suggest their remedy through the simplest available measures, studiously avoiding unnecessary interference, sweeping changes, and onerous or vexatious legislation.

RESULTS OF THE INVESTIGATION, SUGGESTIONS, ETC.

1. *Space allotted to steerage immigrants on board ship.*

The average space allotted by law, "according to the official reports of the collectors of customs," to each steerage immigrant on board the vessels examined, was 15.22 superficial feet, but, as a matter of fact, the actual average space occupied by each one of the 8,488 statute passengers carried on the thirty vessels inspected was 17.75 superficial feet, being an excess of 2.53 feet over the legal minimum space. It should be remarked, however, that this examination was made at a season of the year when immigration is very light as compared with the spring and autumn, and few of the compartments contained the maximum number of statute passengers.

The only practical point gained in this branch of the investigation is to be found in the illustrations of the futility of making examinations and reports of the violations which are not acted upon. For instance, at some ports the examiners give in the division under the caption, "Space for passengers other than cabin passengers," in the *Report of examination*, the entire passenger-carrying capacity of the deck, instead of the capacity only of the compartment or compartments occupied on the voyage reported. In other cases decks entitled, by reason of the height between decks, to be admeasured at 14 feet, are admeasured at 16 feet superficial space per statute passenger. The official report in the case of

a British brig, (see Appendix A,) gives opposite the marginal title "Number of decks," *one*. In the division, "Space for passengers other than cabin passengers," under the heading "Height between decks," the *main* deck is reported 6.4 feet, the *lower* deck 7.7 feet, showing at least *two* decks. Further: in the same vessel the passenger space for the main deck is admeasured correctly at 16 feet, entitling her to carry on this deck thirty-two statute passengers; but on the lower deck she is admeasured for 18 feet, with a legal capacity of fifty passengers, making a total legal capacity of eighty-two statute-adults, and as she carried on the voyage referred to ninety statute adults she was reported for an excess of eight adults. By the last clause in the first section of the act of March 3, 1855, it is "provided, that on board two-deck ships where the height between decks is $7\frac{1}{2}$ feet or more, 14 clear superficial feet of deck shall be the proportion required for each passenger." Measured by this rule she would be entitled to carry sixty-four passengers on the lower deck, which, with the thirty-two on the main deck, would make her total capacity ninety-six passengers, instead of eighty-two, being six more than she actually carried, and fourteen more than the examiner's measurement allowed. As these reports for excess are, under the advice of ex-Solicitor Jordan, never acted upon, no actual damage accrued to this vessel in consequence of the incorrect report, notwithstanding that she is reported for carrying "eight passengers in excess of number allowed by law on account of space," and "seven and one-half in excess on account of tonnage." The law is so curiously inexact that it is doubtful if an action could be maintained in any case where compliance with either requirement, space or tonnage, could be shown. The language of the act in the clause prescribing the penalty is "any greater number of passengers than in the proportion aforesaid to the space aforesaid *or* to the tonnage aforesaid," and, with the strict construction given to penal statutes, it is asserted that a compliance with either requirement would be held as a substantial compliance with the meaning and intent of the act.*

Of the twenty-one steamers examined, the official reports of the collectors were incorrect in three cases by reason of admeasuring at 16 feet instead of 14 feet, and of the nine sailing-vessels two were incorrectly reported in the same manner, while a number of minor inaccuracies and omissions were noted in the reports of both classes. It is not likely, however, that such errors would occur had not the office of the examiner come to be purely perfunctory. It is hardly necessary to point out that the value of statistics based upon reports made under such conditions must be seriously impaired.

In closing the consideration of this branch of the subject, it is suggested that the method of computing space prescribed by the existing law, even if such law were practically operative, is unnecessarily complicated. In the opinion of experts, and from the results of this investigation, it would seem to be preferable to state definitely how many cubic feet of clear space in each of the between-decks, and in the deck-houses, irrespective of tonnage or of height between-decks, should be allowed for each statute passenger, and in the draught of a bill, herewith submitted, this is the method of allotting space prescribed.

Duplicate copies of the five incorrect reports specially mentioned in the foregoing are annexed, marked Appendix A.

* In the absence of any authoritative decision, this opinion, conflicting as it does with the express language of art. 160, sec. xvii, of the *General Regulations*, 1857, is only of value as showing the difficulties in the way of a strict enforcement of the law.

2. *Ventilation.*

The problem of the removal of foul air and the adequate supply of fresh air is one which, even on shore, is not easy of solution, and ventilating engineers are not yet agreed as to the respective merits of ventilation by *propulsion* and by *suction*—of driving foul air out by the force of in-currents of fresh air, and of drawing fresh air in by creating out-currents of foul air.

Puzzling as the question is in terrene architecture, ship-ventilation is vastly more complex, and some of the finest and costliest recent specimens of naval architecture are wretched failures in this important element of hygiene.

On most of the vessels examined during this investigation, ventilation is attempted on the propulsion principle. By means of down-cast ventilating-tubes, fitted with adjustable hoods or cowls, which are trimmed so as to present their openings to the wind, and by wind-sails acting in the same way, currents of fresh air are forced down into the compartments, and, theoretically, displace the foul air through up-cast shafts, or tubes with fixed hoods or cowls opening aft. Supplementing these are the hatchways and side-ports or scuttles. While a vessel is under way there is little difficulty in securing by these means an abundant supply of air in the forward parts of compartments, provided due care is given to the trimming of the cowls or hoods.

But even with this, the up-cast shafts are generally inadequate to carry off the foul air, which thus collects in the after part of the steerage. When to this is added any impediment to the supply of fresh air by neglect of the hoods, or by passengers choking up the ends of the tubes, or twisting and "throttling" the wind-sails and closing the side-ports, all of which they do when the wind is fresh, it will be readily seen that such means of ventilation are not to be depended upon.

On some of the new steamships the suction principle is added to the means above described, through the use of an air-pump operated by an independent engine. By this pump the foul air is drawn out of the steerage, and to the extent that foul air is removed fresh air will, of course, take its place.

This method of ventilation has the further merit of being operative when the vessel is not under way or is running with the wind. On sailing-vessels the advantages of the suction principle cannot readily be made available, nor, indeed, is propulsion ventilation so efficient, its action depending largely on the quarter and force of the wind. So that on these vessels, which, from their longer voyages and generally inferior accommodations, need ventilation most, it is uniformly imperfect, and this must be set down as one of the factors in the excessive mortality on sailing-vessels as compared with the mortality on steamships.

While not prepared to recommend any definite plan of ventilation, the success of the air-pump, above spoken of, indicates the line of experiment promising the most efficient results; and the principle involved suggests the feasibility of utilizing the escaping heat of the furnace-rooms and of the funnel for creating an exhaust current through foul-air shafts properly located and connected with each compartment. Such an arrangement as this would have the very obvious advantage of being entirely out of reach of mischievous meddling; in fact, could be under the control of the engineer or of an officer specially detailed for such duty. The automatic device adopted by the Navy Department was not found on any of the vessels examined, and consequently no

opinion is expressed as to its merits or its applicability to passenger-ships.

Marine architecture, it may be added, already so far in advance in many points of the requirements of the statute-books, is so progressive that it is believed this subject may be safely left, at least during the present unsettled condition of the theory and practice of ventilation, to the stimulus of competition, and to such legislation as is provided for in the fourteenth section of the bill herewith submitted.

3. *The general treatment of immigrants on board ship.*

The conditions under which the investigation of the general treatment of immigrants was necessarily made, namely, at or near the conclusion of the voyage, when minor grievances and causes of complaint are largely forgotten or merged in excitement and anticipation, must be taken into consideration in any comparison between this report and that of the amateur steerage-immigrant who has actually made the voyage, and who can say "all of which I saw, and part of which I was." But the testimony of the numbers examined and talked with, freely and informally, is so uniform and corroborative, that it is reasonably certain much of the reported cruelty, ill-usage, and general discomfort and suffering of the steerage-passage belongs to the *res gestæ temporis acti*. Such phrases as "the horrors of the middle passage," "brutality and neglect," "floating brothels," "floating hells," "floating lazar-houses," &c., &c., may have been truthfully applied in the days when the Tapscott or Blackball liner was the representative passenger-carrying vessel. But with the gradual supplanting of sails by steam have come shorter voyages, increased space, improved accommodations, more light, better ventilation, more abundant supplies of more wholesome food and water, and a superior *morale* of officers and crew. And the outcome and the proof of these things are to be found in the reduced and still reducing rate of mortality as, year by year, the proportion of passenger-carrying steamships to sailing-vessels grows greater. In this connection attention is asked to the following comments upon the tables given in Appendix B:

During the last six months of 1867, the deaths on sailing-vessels, as compared with the deaths on steamships, for the same number of passengers carried, was as 11.06 to 1, the per millages of mortality being respectively 1.023 and 11.67.

In five years after, although the comparative mortality on sailing-vessels and steamships was 11.93 to 1, showing a relative increase on sailing-vessels, the actual mortality on both sailing-vessels and steamships has been diminished to a per millage of 5.421 and .455, respectively.

This reduction of mortality, of over 50 per cent. on sailing-vessels, and nearly 60 per cent. on steamships, is due, undoubtedly, to the improvement in the administration of the immigration service during this period—an improvement due very largely to the effective, energetic supervision of the subject by nations, such as Great Britain and Germany, which have a far less vital interest in the welfare of the emigrant than the United States has in that of the immigrant. In the case of sailing vessels in the foregoing comparison, much of the improvement is also due to the fact that the competition of steamships, the requirements of passenger-laws, and, to some extent, public sentiment, had driven out of the business, during this

five years, the poorer and smaller vessels, so that, while carrying only about 8 per cent. of the immigrants of 1872,* as against nearly 25 per cent. of those of 1867, and while carrying this 8 per cent. upon relatively larger and better vessels, the average number carried on each voyage was less, being only 157 in 1872 against 172 in 1867. What still obtains, where the service is performed to any great extent by sailing-vessels, is vividly illustrated in such exhibits as that at the port of Baltimore, for the quarter ending March 31, 1873. During the progress of the investigation at this port, attention was attracted to the unusually large mortality for the above period, as compared with the mortality at New York and Boston. At the latter port the mortality was 1 in 2,708; at New York, 87 in 27,055; while at Baltimore it was 34 in 1,602; giving per millages of .37, 3.22, and 21.22 respectively, which, in the same proportion, would have given deaths at Boston, 57, and at New York, 574. An examination of the facts showed that at Baltimore 711 of the 1,602 passengers carried were brought on sailing-vessels, as against 954 on steamships; that the average voyage of the former was seventy-two days as against 19.9 days of the latter; that the average number carried on each steamship per voyage was only 86.7, as against 237 on each sailing-vessel; and that of 34 deaths on the voyage, 2 only occurred on the steamships to 32 on the sailing-vessels, being in the ratio of 1 death to 477 passengers carried on the former, and 1 death to every 22.2 passengers carried on the latter.

While it is true that no serious abuses came under notice during this investigation, (the only ones of any moment being those mentioned in Appendix C,) it will be readily seen, from the foregoing, that there is much to amend and reform in the immigrant service under sail, and little or nothing to be desired in it on steamers, especially the newer ones.

Before leaving this subject it may be well to correct a somewhat general misapprehension concerning the mortality among immigrants. As usually given in tables, the mortality for the duration of the voyage only is stated, and, for the numbers carried, this seems small to those accustomed, as by far the greater number of readers are, to annual mortality tables. When this voyage mortality comes to be tabulated for per annum, it will be found that the deaths among steerage immigrants have, until quite recently, been frightfully numerous.

To illustrate: in a recent report to the Secretary of the Treasury, the writer thereof submits a summary of the mortality reports made to the Department by the collector of customs for the year 1871, to wit:

The number of steerage-passengers brought to this port during the year was, in 520 steamships, 214,788; in 111 sailing-vessels, 13,934; total, 228,722.

The number of deaths which occurred on the voyage was—

In 520 steamships, over 8, 92; under 8, 88.....	180
In 111 sailing-vessels, over 8, 26; under 8, 55.....	81
Total	261

* By this is meant the immigrants from all countries—a distinction necessary to be made, since in the Thirty-third General Report of the [English] Emigration Commissioners, received since the above was written, it is stated that less than 2 per cent. of the emigrants from Great Britain went in sailing-ships. The commissioners add, "The proportion of those who go in steamers has shown a continuous increase since 1863, when it amounted to less than 46 per cent. of the whole. The shorter passage and the better accommodations of the steamers more than make up for the additional cost." And the views herein presented are still further corroborated by the following language of these commissioners: "The resort to steamers has also much diminished the mortality on the voyage. Among 230,531 emigrants in 545 voyages to North America, of which we have received returns, the deaths were only 102, which, taking the voyage twelve days, is equal to a mortality of only 13.38 per 1,000 per annum."

And adds:

This is a most favorable showing, and does not seem to me to indicate that it would be just "to hold the [present steerage] system responsible for the many horrors of the middle passage."

Now, as a matter of fact, this "most favorable showing" of 261 deaths in a total of 228,722 persons carried—and it should be remembered that immigrants, generally, are in the prime of life; are the most enterprising and the most viable of the class to which they belong; and, before being allowed to sail, are inspected by a competent officer to see that none "appear by reason of bodily or mental disease unfit to proceed;" this number of deaths out of these "selected lives" represents an annual mortality of 35.5 per thousand; while the average annual mortality of the United States, including *all* classes and conditions, was, according to the ninth census, only 12.8, and this too, during the decade covering the war of the rebellion, and, of course, including the mortality of the immense armies engaged therein.

A further analysis of these figures, however, relieves steamships of much of the odium of this excessive mortality, and still further corroborates the position assumed in this report, *i. e.*, that sailing-vessels, as at present conducted, are not fit for the steerage-passenger business. In the above illustration, while the annual mortality, represented by 81 deaths in 13,934 sailing-passengers, is equal to 47.9 per thousand, or nearly four times as great as the annual United States mortality, on the steamers the deaths represents 23.04 per mill. per annum. By Appendix B, Table No. 1, it will be seen that the mortality ratio on steamships has diminished from 26.9 per mill. per annum, for the last six months of 1867, to 12.5 per mill. for the last six months of 1872, or .3 of one per mill. less than the mortality ratio of the United States during the last decade. For the same periods the mortality on sailing-vessels was, respectively, 96.2 and 44.8 per mill. per annum.

With regard to the charge made in a variety of forms and by various writers, that "every possible inducement is held out to demoralize female emigrants," it can only be said that numerous conversations with heads of families and other passengers, as well as with the ship's surgeons and other officers, utterly failed to substantiate the statement. Provision is made by the English "Passenger acts, 1855 and 1863," under a penalty of not less than £5, and by the North German Union regulations under penalty, as to the master violating the provision, of being deprived of the right to command a passenger-ship, that "all the male passengers of the age of fourteen years and upward, who shall not occupy berths with their wives, shall, to the satisfaction of the emigration officer at the port of clearance, be berthed in the fore-part of the ship, in a compartment divided off from the space appropriated to the other passengers by a substantial and well-secured bulk-head, without opening into, or communication with any adjoining passenger-berth, or in separate rooms, if the ship be fitted with inclosed berths." Separate water-closets and other accommodations are provided, and the hatchways and companion-ladders are, in like manner, divided off and kept exclusively for the use of the occupants of the several compartments. So that as great an amount of privacy and freedom from exposure as is possible under the circumstances is secured, and "the forced association" which, it is asserted in a recent (printed) report to the Department, has a very bad effect "upon the chastity of the female passengers," does not, as a matter of fact, exist. It is, nevertheless, true that there is, in this connection, ground for serious complaint in the lax discipline which generally obtains among the crews, notably on some of the English

lines of steamships. The only statutory provisions for enforcing discipline among the crew are, first, that contained in the second section of the act of Congress approved March 24, 1860, (12 Stat., 3, 4,) but which act is practically a "dead letter;" and, second, the third clause of the twenty-ninth section of the Bremen ordinance of July 9, 1866, which makes it incumbent upon the master of every ship to enforce good behavior and decent conduct toward the passengers—*für ein gehöriges gesittetes betragen der mannschaft sorge zu tragen*.* The English passengers act contains nothing on the subject beyond a statement (sec. 59, 28, and 29 Vict., cap. 119) that "it shall be lawful for Her Majesty, by any order in council, to prescribe such rules and regulations as to Her Majesty may seem fit, for the following purposes, (that is to say:) 1st. For preserving order, promoting health, and securing cleanliness and ventilation on board passenger-ships," &c., &c. But no order in council has yet been issued which prevents the captain of an English steamer from being, as a general rule, to a great extent at the mercy of his crew.

That discipline can be enforced, even with the unsatisfactory *materiel* which generally composes the modern merchant crew, is abundantly proven by the contrasts shown, broadly and distinctly, on such lines as the Cunard Royal Mail, the White Star, and one or two others, in comparison with the National, the Williams & Guion, and others of the English lines; while on the North German lines generally the discipline and service are excellent.

The evil arises mainly, as has been above intimated, from the unsatisfactory *materiel*, but to a great extent, also, from the vicious habit of shipping a crew for a single trip—frequently only for the run out or back. Men shipped in this manner are not only less amenable to restraint, from want of interest and *esprit du corps*, but, to begin with, are the least desirable and efficient as sailors. With them any lack of vigilance or firmness on the part of the officers is soon taken advantage of, and the worst instincts and passions crop out. It is through this that female modesty, and even chastity, is occasionally outraged on some vessels, rather than through the conduct of the emigrants themselves.

The remedy for the evil is not obvious or simple, but it is believed that much good would follow from the enforcement of the act of 1860, above referred to, modified so as to give one-half the fine (which it might be well to increase) to any passenger proving the violation of the statute.†

Of the food and supplies generally, the medical care of the sick, and other matters going to make up "the general treatment of emigrants on board ship," it is exceedingly doubtful if 1 per cent. of said emigrants were ever so well treated—fed, lodged, and cared for—in their lives before as during their steerage-voyage on any average steamship; while on some of the most recent ones the steerage accommodations and treatment will compare not unfavorably with the cabin accommodations and comforts of a dozen years ago.

4. Legislation.

Being advised that the establishment of a national bureau of emigration was seriously considered, and would be materially effected by the result of the various investigations conducted under the Senate reso-

* "To take care for a proper and decent behavior on the part of the crew."

† See Appendix C.

lution, that subject has been carefully considered in connection with the general topic of legislation.

The chief argument advanced by the supporters of the scheme of a national immigration bureau seems to be that the *per capita* tax which the States are entitled to impose on immigrants, and which is now collected, to any extent, only by the State of New York, would be made universal and collected at all the ports, and by this "the expenses of the bureau will be paid; special agents appointed to protect the immigrant while *in transitu*; places of refuge for the temporary sick and needy can be established," &c.

This matter has been so thoroughly and exhaustively handled by the Hon. Frederick Kapp, in his volume on Immigration, (chap. 8, p. 142;) in the memorial to Congress of the commissioners of emigration of the State of New York, January 7, 1873; and in the report of a special committee of the New York Chamber of Commerce of the same date, that it does not seem necessary to discuss the proposition in these pages; but if anything further were needed to condemn the project, it might be found in the fact that the experiment of such a bureau has already been unsuccessfully tried, it having been created and a commissioner appointed under the act of July 4, 1864, (13 Stat., p. 385,) and though provided with appropriations so abundant that less than 50 per cent. of them were used, and though backed with the power and authority of the Department of State, after four years' trial the act was repealed and the bureau abolished; and, in the language of one of the commissioners, the Hon. H. N. Congar, "the pregnant fact that it *was* a failure was the actual cause of its summary abolishment."

In the following suggestions of "such alterations in existing laws as may be necessary to secure effectual protection to steerage immigrants," two chief considerations, growing out of this investigation, have been kept in view, namely, that what is especially needed is a simple, comprehensive, and operative act, as nearly in harmony with the existing laws of other countries as is consistent with protecting the paramount interest of this country in the character and health of the immigrant; and, secondly, that the prevailing construction, arrangement, and equipment of vessels now engaged in carrying steerage-passengers be allowed due weight, to the end that no unnecessary changes in such construction, &c., nor onerous requirements be prescribed.

In presenting these suggestions, it will be convenient to consider, section by section, the proposed act in which they are embodied. The application of the act (first section) should include all vessels, irrespective of the means of propulsion or navigation, engaged in the same business. It seems rather illogical to exempt from requirements deemed necessary to health and life a class of vessels on the ground that they are propelled by sails, when that very fact, by adding to the length of the voyage, and in other ways, directly increases the risk and damage to health and life. If it be objected that such a law would legislate sailing-vessels out of the passenger-carrying traffic, the analogy between land-carriage and water-carriage might be cited in answer. Every grant and franchise bestowed upon a railway corporation is an act of legislation discriminating against the old-fashioned stage-coach. But the operation of the laws of supply and demand is rapidly solving this question. Notwithstanding that passenger laws have been and are more favorable to sailing-vessels than to steamships, these latter are crowding the former out of the business; and, at the rate at which this has been done during the past ten years, a very short time, even under the present laws, will suffice to retire the last passenger sailing-vessel.

Meanwhile it rests with the United States Government to decide whether such conditions shall continue as that obtaining on the German ship *Helene*, arriving at the port of Baltimore last spring, after a voyage of sixty-two days, with one death for every *twelve* statute-passengers carried.

The use of the term "migrant" in this act is suggested as covering both emigrants and immigrants.

The second section, directing the mode of prescribing and measuring space, contains nothing novel except the prohibition of carrying passengers on sailing-vessels below the main deck. Upon this point the testimony of mortality tables, and the language of experts, are clear and conclusive. The clause "throughout the entire voyage" seems necessary in view of the fact that in some cases vessels from abroad to this country land passengers at intermediate ports, as Halifax for instance, and, while arriving here with the lawful number only, may have carried an excess between the port of departure and the intermediate port. The admeasurement of space by cubic feet is recommended on account of its simplicity.

The provisions for the separation of the sexes (section 3) are substantially those required by the English and German regulations, and should be enforced in the interests of common decency.

Although the English and German regulations require only 6 inches clear space below the bottom tier of berths, and require single berths to be only 18 inches wide, the cases are very rare among the steamships of these nationalities where this space and width do not equal or exceed those prescribed in section 4. As the berths are movable and are generally taken down to stow cargo for the return trip, no hardship can accrue from enforcing this section, with regard to space beneath, on account of cleanliness—as being more readily policed—and with regard to width, on account of comfort.

Section 5, in view of the lavish abundance of food and water on steamships, is almost supererogatory, but is inserted as a precautionary measure.

The provision in section 6 requiring every vessel of the legal capacity of one hundred passengers to be supplied with a physician, is aimed at sailing-vessels, because on them the necessity for medical attendance and skill is much greater than on steamships. It is in this section also made the duty of the medical officer to report the causes, &c., of death and disease, instead of, as now, requiring the captain to make this report. The necessity for a stewardess, as provided for in section 7, is so obvious, and the value of her services is so fully demonstrated on the vessels which carry them, that it is a matter of surprise no regulation requiring one to be carried has heretofore been enacted.

The impracticability of carrying boats enough on the larger vessels to provide for the safety of all the passengers in case of disaster, dictated the ninth section, the provisions of which are already complied with on some of the new vessels.

Section 10 simply extends the provisions of section 6 of the act of February 28, 1871, (16 Stat., p. 442,) to all vessels under the proposed act.

The eleventh section is suggested in order to facilitate the inspection and examination of vessels as provided for in section 17.

Notwithstanding that it has been asserted by experts that the fourteenth section of the passenger act of 1855, by presenting "a direct and personal reason for taking good care of passengers while in their charge, has more effectually contributed to the comfort and safety of

immigrant passengers while at sea than all the other provisions of law," the fact seems to have been overlooked that the mortality among children and infants (see Appendix B) far exceeds that among adults, to whose deaths only the penalty attaches. It is sought to remedy this neglect by section 12, and by presenting the same "direct and personal reason" to insure the proper care and provision of suitable food, &c., for the little ones.

Recognizing that the citizens of the State and the port into which immigrants come are the ones most directly concerned in their arrival in the best condition, and admitting the unsettled status of maritime sanitation on certain points, and the varying requirements of different ports, it has been sought on the one hand to give the necessary comprehensiveness to this act without making it cumbrous in details, and on the other to make it sufficiently flexible to conform to the advances in sanitary knowledge by utilizing the boards of health as advisory bodies concerning those subjects which, from their nature, cannot be accurately and permanently defined. This forms the subject-matter of sections 14 and 15.

Section 16 seems necessary in order to secure the thorough execution of the act.

Sections 17 to 22, inclusive, are concerned with the machinery for, and mode of, executing the act. An attempt has here been made to settle those vexed questions which it has been generally asserted could only be disposed of by treaty stipulations. As to the question of jurisdiction, about which much has been written, it is believed that law, equity, and facts, all combine to warrant such action as is herein contemplated. Precedent, certainly, is furnished in an assumption of jurisdiction by Great Britain going far beyond anything claimed herein, and enforced in a spirit which would seem to justify the opinion recently expressed and published by a high nautical authority, that the resumption of American steamship-building has awakened a feeling of alarm and jealousy in England, which manifests itself in subjecting American steamships to the most rigid compliance with the pettiest details, not of the spirit, but of the letter, of the English law—notably, in the case of the *Ohio*, the pioneer of the American Steamship Company of Philadelphia, and which case occurred during the progress of this investigation. This question of jurisdiction has been so ably discussed in the report of Capt. W. M. Mew to the Treasury Department, December 28, 1868, that it is not necessary to do more than allude to the subject in these pages.

Section 23 looks to securing reciprocal action between the countries interested, and to preventing vexatious and costly changes in the construction and belongings of vessels already engaged in the passenger-carrying trade.

Sections 24 and 25 embrace the entitling and defining clauses. From section 26, setting forth the various periods when the act shall take effect, is purposely omitted any mention of ports on the Pacific coast, since it is not known how far the provisions of this act would be appropriate to such service, for example, as that of the Chinese passenger-carrying trade.

The text of the proposed act is herewith submitted.

DRAUGHT OF AN ACT TO REGULATE THE CARRIAGE OF MIGRANT PASSENGERS TO AND FROM THE UNITED STATES IN STEAMSHIPS AND OTHER VESSELS.

- SECTION 1. Application of the act.
 2. Passenger-decks and spaces.
 3. Separation of single males and females.
 4. Berths and berthing.
 5. Water, food, and cooking.
 6. Hospitals and physicians.
 7. Steerage stewardess.
 8. Lavatories and water-closets.
 9. Life-buoys, boats, and rafts.
 10. Fire-extinguishers.
 11. Diagrams of vessels.
 12. Penalty for deaths on board.
 13. Protection of female passengers, &c.
 14. Sanitary regulations, how provided.
 15. Secretary of Treasury to approve sanitary regulations.

- SECTION 16. Reward to informers.
 17. Collectors to execute the act.
 18. Collectors to refuse clearance in certain cases.
 19. Disposition of penalty deposits.
 20. Appeal from examiner's report.
 21. Penalty for wanton appeal.
 22. Examiners who make false reports not shielded by act.
 23. Exemption of certain vessels.
 24. Designation of act.
 25. Definition of terms.
 26. When act shall take effect.
 27. Repeal of conflicting enactments.

Application.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the provisions of this act shall apply to all vessels carrying migrant passengers between the United States and any foreign port or place, other than foreign contiguous territory of the United States.

Passenger-decks and spaces.

SEC. 2. That each statute-passenger carried on any such vessel shall have, for his personal and exclusive use throughout the entire voyage, one hundred (100) cubic feet of clear space, if berthed in the first or uppermost between-decks, or in a deck-house; and one hundred and twenty (120) cubic feet of clear space, if berthed in the second between-decks; the space in all cases to be ascertained in the manner provided by law for the admeasurement of tonnage; and no passenger shall be berthed in a sailing-vessel except in the first or uppermost between-decks, or in a deck-house; nor in a steamship except in the first or uppermost between-decks, in a deck-house, or in the second between-decks, being the passenger-carrying space next below the first or uppermost between decks; and no passenger shall be berthed in any space, nor upon any deck, where the vertical distance from the floor of such space, or deck, is less than six (6) feet in the clear, nor upon any orlop-deck, nor temporary deck or platform. And for each passenger carried in violation of the above provisions, or of any of them, the master of the vessel on which such passenger is carried shall forfeit and pay the sum of fifty (50) dollars.

Separation of single males and females.

SEC. 3. That each deck and deck-house upon or in which passengers may be berthed, under the provisions of this act, shall be divided into at least three (3) distinct

compartments, separated by bulk-heads so constructed as to secure the necessary privacy with the least obstruction to ventilation; the foremost of which compartments shall be occupied by single male passengers over twelve (12) years of age; the middle compartment or compartments shall be occupied by families consisting of husbands and wives, their parents, and their children under twelve (12) years of age; and the aftermost compartment or compartments shall be occupied by single female passengers over twelve (12) years of age; and each compartment shall be directly connected with the deck by suitable doors, or separate stairs or companion-ways provided with hand-rails or ropes, and properly protected by houses or booby-hatches, and shall be adequately lighted both day and night; and the master of any vessel on which any of the provisions of this section are violated shall forfeit and pay a penalty not exceeding five hundred (500) dollars, nor less than fifty (50) dollars for each and every voyage sailed during such violation: *Provided*, That where a deck-house is assigned to the exclusive use of single male passengers, or of families, or of single female passengers, and is properly fitted to secure privacy, light, and ventilation to its occupants, such deck-house shall be otherwise exempt from the requirements of this section.

SEC. 4. That there shall not be on any vessel, to which the provisions of this act apply, more than two tiers of berths on any one deck; and the interval between the bottom of the lower tier and the deck immediately beneath it shall not be less than nine (9) inches; nor the interval between each tier of berths, nor between the upper tier and the deck immediately above it, less than thirty (30) inches; and the berths shall be securely constructed, with the sides thereof parallel with the sides of the vessel, and separated from each other by partitions, as berths ordinarily are separated; and no berth shall be less than six (6) feet in length, nor less than two (2) feet wide; and no berth shall be occupied by more than one (1) statute-adult; and no part of any berth shall be placed within eighteen (18) inches of any water-closet or urinal. And the master of any vessel on which any of the provisions of this section are violated, shall forfeit and pay a penalty not exceeding five hundred (500) dollars, nor less than fifty (50) dollars for each and every voyage sailed during such violation.

Berths.

SEC. 5. That there shall be furnished each passenger during, and for, each day of the voyage of such vessel, and, if required, for forty-eight (48) hours after the termination of such voyage, at least three (3) quarts of fresh, potable water, and three (3) meals of good and well-cooked food, the daily supply to be equal in quantity and quality to the ration of the United States Navy.

Water and food.

SEC. 6. That separate hospital accommodations shall be provided for each sex in the ratio of one (1) bed-place or berth for every fifty (50) statute-passengers which such ship may lawfully carry; such hospital accommodations to be situated not below the uppermost between-decks, and to have a capacity of not less than one hundred and twenty (120) cubic feet of clear space for each hospital berth or bed-

Hospitals and physicians.

place, and to be ventilated, lighted, and equipped to the satisfaction of the officer who shall examine such vessel in accordance with section seventeen of this act; and every vessel of the legal capacity of one hundred (100) passengers or more shall have on board a duly qualified physician, who shall be rated on the ship's articles as surgeon, and who shall have a suitable supply of medical comforts, medicines, and surgical instruments, and such other things as may be necessary and proper for the exercise of his vocation; and who shall, at the end of each voyage, to any port in the United States, furnish the examiner with a report of the age, sex, and cause of death of any passenger who may have died during the voyage, together with his opinion of the cause or causes of unusual sickness or mortality, if any, on board, and a recommendation of such precautionary measures, arrangements, and habits as should be adopted to prevent the same. And for failure to comply with any of the provisions of this section, the master of the vessel shall forfeit and pay a penalty of not more than one thousand (1,000) dollars nor less than fifty (50) dollars for each voyage sailed during such failure.

Steerage stewardess.

SEC. 7. That each vessel, legally entitled to carry as many as one hundred (100) statute-passengers under the provisions of this act, shall employ, and have on board on each voyage, an experienced matron, who shall be rated on the ship's articles as steerage-stewardess, and who shall be employed in assisting to maintain cleanliness, order, and discipline among the female passengers. And in case of non-compliance with this section, the master of the vessel shall forfeit and pay a penalty not exceeding two hundred and fifty (250) dollars and not less than twenty-five (25) dollars.

Lavatories and water-closets.

SEC. 8. That each vessel carrying passengers under the provisions of this act shall have suitably-constructed lavatories and water-closets in the proportion of at least one basin and one space, respectively, to each fifty (50) statute-passengers who may be lawfully carried on such vessel; and on vessels legally entitled to carry as many as one hundred (100) statute-passengers, there shall be at least two (2) distinct sets of lavatories and water-closets, one set of each of which shall be for the exclusive use of women and children, and shall be so located, arranged, and protected as to be easily and safely accessible in all weathers. And for failure to comply with any of the provisions of this section, the master of the vessel shall forfeit and pay a penalty of not more than five hundred (500) dollars nor less than fifty (50) dollars for each voyage sailed during such failure.

Life buoys, boats and rafts.

SEC. 9. That every vessel carrying passengers under the provisions of this act shall be provided with, and shall carry upon each voyage, an equipment of life buoys or preservers, and of boats, sufficient in number and capacity to float or carry the largest number of persons, including all passengers, cabin or other, and crew, which the vessel is rated to accommodate and carry; but suitably-constructed life rafts or floats may be substituted for a portion of the boats, in the discretion of the examiner. And for violation of this section, the master of the vessel shall forfeit and pay a pen-

alty of not less than one hundred (100) dollars nor more than one thousand (1,000) dollars.

SEC. 10. That in addition to the usual appliances for extinguishing fires by means of pumps, engines, etc., each vessel carrying passengers under the provisions of this act shall be provided with, and shall carry upon each voyage, in suitable, readily accessible places, such number and kind of good and efficient portable fire-extinguishers, not less than one to each compartment or deck-house, as the examiner may direct. And for failing to comply with this section, the master of the vessel shall forfeit and pay a penalty of not more than five hundred (500) dollars nor less than fifty (50) dollars.

SEC. 11. That the master of any vessel legally entitled to carry one hundred (100) or more statute-passengers under the provisions of this act, shall, upon his first entrance or clearance at any port of the United States after this act takes effect, and also upon his first entrance or clearance at any port of the United States after any alteration in the construction or arrangement of the passenger-carrying spaces of his vessel, deliver to the collector of customs of such port five (5) copies of a diagram of his vessel, prepared on a scale of not more than twenty (20) feet to the inch; which diagram shall truly and correctly show each deck of his vessel separately, and the spaces thereon appropriated for carrying passengers, the location of each compartment and berth in each of said spaces, the cubic capacity of each compartment and the number of statute-adults which may be legally carried therein, and a sectional plan of the vessel showing the location of passenger-spaces with respect to hospitals, lavatories, water-closets, and other portions of the vessel. And for failure to comply with this section, the master of the vessel shall forfeit and pay a penalty of not less than fifty (50) dollars nor more than five hundred (500) dollars.

SEC. 12. That the fourteenth section of the act entitled "An act to regulate the carriage of passengers in steamships and other vessels," approved March third, eighteen hundred and fifty-five, be, and the same hereby is, amended so as that the sum of ten (10) dollars to be paid for each death, as therein provided, shall apply only to deaths of persons over twelve (12) years of age; but so, also, as that for each and every person under twelve (12) years and over two (2) years of age, carried under the provisions of this act, and who shall have died during the voyage, the sum of five (5) dollars shall be paid in the manner and for the purposes directed in said fourteenth section for the penalty of ten (10) dollars.

SEC. 13. That the provisions, requirements, and penalties of the act entitled "An act to amend an act entitled 'An act to regulate the carriage of passengers in steamships and other vessels,' approved March third, eighteen hundred and fifty-five, for the better protection of female passengers, and other purposes," approved March twenty-fourth, eighteen hundred and sixty, and of the eighth section of the act entitled "An act further to regulate the carriage of passengers in steamships and other vessels," approved July fourth,

Fire-extinguishers.

Diagrams of vessels.

Penalty for deaths on board.

Protection of female passengers, etc.

eighteen hundred and sixty-four, be, and the same hereby are, extended to include migrant-passenger-carrying vessels under this act.

Sanitary regulations, how provided.

SEC. 14. That the board of health, or equivalent body corporate, of any port of the United States to which migrant passengers are brought under the provisions of this act, may prescribe such rules and regulations for preserving order and discipline, and for securing cleanliness, ventilation, and other sanitary requirements on board ship, as such board or body may deem best calculated to preserve the health and morals of such passengers; which rules and regulations shall be submitted through the collector of the port, with such indorsement as he may think proper, to the Secretary of the Treasury of the United States.

Secretary of Treasury to approve sanitary regulations.

SEC. 15. That such rules and regulations as provided for in the preceding section shall, after approval by the Secretary of the Treasury, be construed and enforced as provisions of this act: *Provided*, That the Secretary may at any time suspend or annul such construction and enforcement.

Reward to informers.

SEC. 16. That a moiety of any sum or sums of money forfeited under the provisions of this act, and paid to the United States upon information given by any person other than an officer or person charged with the execution of this act, and the disposition of which sum or sums of money is not otherwise specifically provided for, shall be paid to the person giving such information.

Collectors of customs to execute the act.

SEC. 17. That the collector or chief officer of the customs at any port of the United States at which a migrant-passenger-carrying vessel may enter or clear, shall be charged with the execution of this act; and to this end he shall appoint one or more inspectors of customs, selected for fitness, who shall be designated and known as *examiners*, and whose duties shall be to examine such vessels and report, in writing, to such collector whether all the requirements of law have been complied with in respect to such vessel; and if the examiner's report shall state such compliance, and shall be approved by the collector, it shall be *prima facie* evidence thereof.

Action in case of violation of, or non-compliance with, act.

SEC. 18. That if, from the report of the examiner as provided for in the preceding section, it shall appear that the requirements of this act, or any of them, have been violated or not complied with, then it shall be the duty of the collector of customs, to whom such report is made, to determine the amount or amounts, between the minimum and maximum, of the penalty or penalties as prescribed in the respective sections of this act, and to refuse clearance to the vessel the master of which is reported for such violation or non-compliance, until the said master shall have deposited with the said collector an amount in lawful money of the United States equal to the said determined amount or amounts of the penalty or penalties for each such reported violation or non-compliance.

Disposition of penalty deposits.

SEC. 19. That a report of the deposit described in the preceding section shall be forwarded, within twenty-four (24) hours after the receipt of such deposit, to the Secretary of the Treasury, together with a certified copy of the exam-

iner's report upon which such deposit was exacted; and, except in cases of appeals as hereinafter provided, the moneys so deposited shall be forfeited to the United States within a period of thirty (30) days after their receipt.

SEC. 20. That the master of any vessel, within the provisions of this act, shall have the right to appeal from the report of the examiner at any time within thirty (30) days from the date thereof; and the collector of the port shall within twenty-four (24) hours from the time when the notice of such appeal is given him, convene the surveyor and the naval officer of the port, who, together with said collector, shall form a *board of appeal*; which board shall have power to administer oaths and to compel the attendance of witnesses, and shall, upon the evidence adduced before it, prepare a statement of the facts as proven in the case of such appeal, which statement shall be signed by the said collector, surveyor, and naval officer, or a majority of them, and shall then be forwarded to the Secretary of the Treasury; and the Secretary of the Treasury, upon the receipt of said statement, may, in his discretion, confirm the forfeiture to the United States of the money or moneys deposited and in dispute, or he may order the repayment of the sum, or any portion thereof, to the master by whom the deposit was made, and may direct, if he think proper, the suspension or dismissal of any examiner making an incorrect or false report.

Appeal from examiner's report.

SEC. 21. That the aforesaid board of appeal may direct an additional deposit, not exceeding in amount the amount of the expense incurred in convening and holding the said board of appeal, to be made by, and before granting clearance to, any master who, after having appealed from the report of an examiner, shall have failed, in the unanimous judgment of the board, to disprove such report or to establish extenuating circumstances.

Penalty for wanton appeal.

SEC. 22. That nothing in this act shall be construed in defense, or pleaded in bar, of action for damages against an examiner who makes an incorrect or false report.

Examiners who make false reports not shielded by act.

SEC. 23. That in the case of a steam-vessel of any nationality, other than that of the United States, actually engaged in the transportation of migrant passengers to the United States at the time when this act takes effect, a compliance on the part of such steam-vessel with the provisions and requirements of the laws and ordinances of such nationality concerning passenger-carrying vessels, shall be held as, and accepted instead of, a compliance with the provisions and requirements of the second, fourth, fifth, and eighth sections of this act; but nothing in this section shall be construed into an exemption from any of the provisions and requirements of this act of the vessel of any country the laws or regulations of which do not secure a substantial compliance with the provisions and requirements of said sections; nor shall anything in this section, nor in this act, be construed into an exemption from any of the provisions and requirements of this act, of the vessel of any country, the laws of which, or the officials of which in the execution of such laws, discriminate against vessels of the United States; and the subjects of this provision and of this section shall be matter competent for the examiner to report upon.

Exemption of certain vessels.

Designation of
act.

SEC. 24. That this act shall be known and may be cited as *the migrant-passenger act, 187—*.

Definition of
terms used in
this act.

SEC. 25. That in this act the following quoted terms, words, and expressions shall have the meanings and significations herein appended to them, respectively, unless the context or subject-matter otherwise requires :

“ Passenger ” or “ migrant passenger ”—any person over one (1) year of age, other than a first or second cabin passenger, emigrating from or immigrating to the United States, and carried for hire on a sea-going vessel ;

“ Statute-adult ” or “ statute-passenger ”—any migrant-passenger over twelve (12) years of age, or two such between the ages of one (1) year and twelve (12) years ;

“ Vessel ” or “ ship ”—any description of sea-going vessel, regardless of nationality or ownership, other than a Government vessel.

“ First or uppermost between-decks ”—the space between the upper deck of a flush-decked vessel and the deck next immediately beneath said upper deck ; or, on a vessel fitted to carry in deck-houses more than one-third of the total number of statute-passengers which such vessel may lawfully carry in the between-decks next below such deck-houses, then the term “ first or uppermost between-decks ” shall be held to mean and signify the passenger-carrying spaces of such deck-houses ;

“ Second between-decks ”—the space immediately beneath the first or uppermost between-decks, as such first or uppermost between-decks is above defined ;

“ Sailing-vessel ”—a vessel propelled and navigated solely by sails ;

“ Steamship ” or “ steam-vessel ”—a vessel propelled and navigated wholly or in part by steam-power ;

“ Master ”—any person, other than a pilot, having charge or command of a vessel ;

“ Single male passengers ”—unmarried male passengers over twelve (12) years of age and married men unaccompanied by their wives ;

“ Single female passengers ”—unmarried female passengers over twelve (12) years of age and married women unaccompanied by their husbands.

“ Collector, ” “ surveyor, ” and “ naval officer ”—the principal customs officer at a port, irrespective of their official designations.

When it shall
take effect.

SEC. 26. That this act shall be in force and take effect, with respect to vessels sailing from ports in the United States on the eastern side of the continent, within thirty (30) days from the time of its approval ; and, with respect to vessels sailing from ports in Europe, within sixty (60) days from the time of its approval ; and, with respect to vessels sailing from ports in other parts of the world not in the United States to ports in the United States on the eastern side of the continent, within six (6) months from the time of its approval. And it is hereby made the duty of the Secretary of State to give notice in the ports of Europe and elsewhere of this action in such manner as he shall deem proper.

Repeal of con-
flicting enact-
ments.

SEC. 27. That all acts or parts of acts inconsistent or in conflict with this act be, and the same are hereby, repealed.

APPENDIX.

II.—Table showing mortality among passengers arriving at the port of Baltimore during the quarter ending March 31, 1873, (tabulated direct from examiner's reports.)

Details.	Steam.	Sail.
Number of voyages.....	12	3
Average length of voyage, (days).....	19.9	72
Number of passengers, including infants under one year.....	954	711
Number of deaths, (total).....	2	32
Number of deaths over eight years of age.....	1	2
Number of deaths over one year and under eight years.....		15
Number of deaths under one year.....	1	15
Number of passengers to one death.....	477	22.22
Proportion of deaths to number of passengers.....	.00209	.0312
Proportion of deaths per diem.....	.00144	.015
Number of days voyage sailing-vessel to one of steamship.....	1	3.5
Number of deaths on sailing-vessel to one on steamship, same number of passengers.....	1	21.5
Number of deaths on sailing-vessel to one on steamship, same time at sea.....	1	6.15
Voyage per millage mortality-rate.....	2.10	45.007
Annual per millage mortality-rate.....	38.22	228.18

APPENDIX C.

THE UNSEAWORTHINESS OF SAILORS AS AFFECTING THE IMMIGRATION SERVICE.

The unseaworthiness of sailors themselves is an element which should not be overlooked in considering the problem of a satisfactory immigration service. Aside from the evils arising from want of discipline and order in the relations of passengers and crew, it is to be feared that many cases of shipwreck and consequent loss of life are directly attributable to the incompetency of the crew. The London Lancet asserts that ten per cent. of all the men who ship are physically unfit for duty. Captain Williams testified, during the investigation into the causes of the loss of the Atlantic, that "ten good seamen out of forty" would be an unusually good crew. And a committee of inquiry into the condition of British merchant-seamen, appointed at Liverpool in the year 1870, reported that "men often obtained A B rating though they are incompetent to perform the most ordinary duties of a sailor. Many masters assert that out of crews of twenty-five not more than three or four know the compass, can steer, heave the lead, or such like duties."

The case of the American ship Hamilton Fish is in point, as showing how a short-handed and incompetent crew works evil to the passengers. The Fish, which is a full-rigged clipper-ship, requiring from thirty to thirty-five hands to efficiently man her, sailed from Liverpool June 17 with a crew of seventeen all told; but, out of her 209 steerage-passengers, carried sixteen (men) at reduced rates in consideration of their helping work the ship. She arrived at New York August 8, during the progress of this investigation, and was duly boarded and inspected. One of the regular crew was in irons and had been confined in the hold thirty-three days for an alleged violent assault upon the chief mate with a sheath-knife with the intention of taking his life. The statements of the passengers showed very clearly that the hands had been overworked—the weather up to the time of the assault having been very rough—that

both officers and men had grown quarrelsome, the former in attempts to get work out of the exhausted crew, the latter in resisting such attempts. The passengers suffered from insufficient and poorly-cooked food, although the supply on board was ample, (there being several days' full supply of everything remaining at the time of the investigation;) fires were lighted in only one galley, and only one person was detailed as cook for 209 persons. Police-duty was neglected, and ventilation of the steerage was impeded by hatches being closed unnecessarily, and wind-sails not being trimmed. It was not claimed, even by those who complained most bitterly, that the ill-treatment was intentional on the part of the officers, but it was, manifestly, the inevitable result of a long voyage on an undermanned sailing-vessel.

As a contrast to this may be cited the case of the North German steamer Ernst Moritz Arndt, which vessel cleared from Havre July 8, with 37 cabin and 400 steerage passengers; on the 14th lost her propeller when 1,750 miles from New York; made this distance under sail in thirty days, and when boarded, six days after the Fish, her passengers and crew were found in excellent condition both mentally and physically, not only no sickness having occurred during the voyage but no unusual discomfort or annoyance; the steerage, on inspection, was found in good condition, and the passengers healthy and contented, and loud in their praises of Captain Felberg and his officers and crew.

This subject is receiving the earnest attention of the English government, the agitation which followed Mr. Plimsoll's speeches and book having resulted in the appointment of "a royal commission on unseaworthy ships," embracing among its members His Royal Highness Prince Alfred, the Duke of Somerset, Admiral Sir James Hope, and other "men of the highest eminence."

The following passages are from a preliminary report by this commission, under date of September 23, 1873:

The proportion of seamen to tonnage has diminished of late years. The increase of steam navigation and the introduction of various mechanical appliances have tended to this result. Some witnesses recommend that every steamer should be obliged to take a certain number of apprentices. It is undoubtedly desirable that young men should be trained for the merchant-service, but a return to compulsory apprenticeship is stated by persons conversant with the subject to be impracticable. An attempt to regulate by law the number of seamen to be taken in merchant-ships would be an unwise interference of the legislature.

While it is admitted that ship-masters have of late years improved, the general opinion of ship-owners is that British sailors have deteriorated. They are, it is said, not only drunken and insubordinate, but they are untrained and do not know their business. At home they are in the hands of crimps, and abroad they desert whenever a prospect of gain is presented to them. Steamers are preferred, and consequently get the best sailors; but even of these, many, it is said, are incompetent, and masters frequently give them a character in order to get rid of them.

So far as danger to passengers arises from physical disability on the part of the crew, it is manifest that a medical inspection of seamen before signing articles is the only proper measure of prevention. It was not, however, thought best to include any provision for this purpose in the draught of the bill submitted, as it would seem to be more appropriately subject-matter for an amendment to the shipping-act of June, 1872. If such amendment be made, it might be well to study the result of leaving the inspection discretionary with the master, as is done by section 10 of the merchant shipping-act of Great Britain, and which section is said to be, in consequence, "almost entirely a dead letter."

REPORT ON EMIGRATION.

BY

HELEN M. BARNARD.

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BY HELEN M. BARNARD.

WASHINGTON, D. C., *December 1, 1873.*

SIR: In compliance with your instructions of June 6, 1873, directing me to report upon the treatment of emigrants on board steamships, particularly to inquire into that of women and children, authorizing me to visit the ports of Baltimore, Philadelphia, New York, and Boston, in the United States; Liverpool, Havre, Brest, and Hamburg, in Europe; directing me, in order to fully understand the conduct and treatment of passengers during the voyage, to inspect the steerage as frequently as possible, both in ordinary and exceptionable weather, I commenced my investigations at Castle Garden on the 10th of June. From that point I visited the different lines of steamers on their arrival and departure to and from the port of New York, where the greater portion of all the emigrants to this country land.

During my stay at this point I observed closely the condition and appearance of emigrant passengers. I talked with them freely on ship-board and on shore, and particularly noted the provision made for them on landing. On the 28th of June I sailed in the steamship *Calabria*, of the Cunard Line, bound for Liverpool, at which point I remained several weeks; from there I proceeded to Southampton, in England. I went to Southampton rather than to Havre and Hamburg, for the reason that the Hamburg and Bremen steamers stop at Southampton and remain twenty-four hours in port, and an inspection of them after three days' voyage is far more satisfactory than one made when leaving the port of embarkation. At all these points I examined fully the condition of steerage-passengers and the accommodations furnished to them. To acquaint myself more fully upon the subject than I had been able to do from observations made at these points, I took steerage-passage on my return from Europe, without the knowledge of the officers of my object, on a steamer of the Inman line—the *City of New York*—bringing seven hundred and ten emigrant passengers, representing nearly all the nationalities of Europe—English, Germans, Swedes, Russians, French, and Irish. For fourteen days I did not cross the forbidden bar which divides the cabin from the steerage-deck.

I ate, slept, and remained there all of that period. Upon the observations and investigations made, I have the honor to report that the treatment of steerage-passengers on the responsible and respectable English and German lines is generally good, judged by the popular standard of what is due the poor and ignorant classes in return for value given by them. That the food, though of the plainest and most inexpensive kind, was good and wholesome in quality and sufficient in quantity. For breakfast they give fresh bread and butter, hot coffee, and oatmeal porridge. For dinner, nutritious soup, either salt or fresh beef, boiled potatoes, varied, on Friday, by fish. For supper, bread and butter, with tea and oatmeal porridge. In addition, beef-tea was served during the day to

the sick. The sleeping accommodations are not so free from criticism. They crowd too many in too small a space.

Although the English "passenger act," which binds the steamship companies to carry one passenger for every 15 superficial feet of clear deck-space allotted to their use, is strictly adhered to, they still carry too many and crowd them too closely together. The English government officials appointed as inspectors to see that the passenger act is in all respects carried out, are always at their posts and diligent in the performance of their duty, and the captain of every steamship and sailing-vessel is under heavy bonds not to violate any of its provisions. There are compartments and divisions for the separation of the sexes on all the regular lines. On a new German line, the Eagle, the divisions are made complete by closed bulk-heads, separating them so that there can be no communication save by going from the deck.

On the Inman Line the compartments are furnished with sliding doors that can be fastened on the inside, so that the most perfect privacy is secured. On the other lines the young and unmarried men are put in the fore part of the steamship, the married people and families in the middle, and single women in the abaft, and no communication can be had save by going from one to the other. Especial attention of late has been directed to the subject of ventilation, which must, at best, be bad between decks of any steamer or sailing-vessel, but the agitation upon the subject through the strictures of the press, and the action by the board of commissioners of the State of New York, in calling attention to the subject, directed inquiry and provoked criticism to such an extent that great improvements have been made in this direction. Ventilators are now introduced in the steerage and cabins, and through them a constant current of air is introduced.

There were six of these large ventilators, 6 feet in circumference, passing through the cabins of the City of New York, and, in addition, the port-windows were kept open whenever the weather permitted. The English lines seem to have made more advance toward an improved system of ventilation than the German lines.

An analysis of the air in the steerage of the City of New York, which I made by having small vials of permanganate of potassium in different parts of the cabins and compartments, showed the air to be in a state of purity, as the bright-red color of the fluid, which changes to a brown when coming in contact with impurity of any kind, did not change.

The steerage cabins were thoroughly washed and sanded every day. At 10 o'clock a. m. an inspection was made by the captain and surgeon, at which time complaints from passengers could be heard and examined by the officers.

I observed that among the superior officers there was far greater kindness extended to the passengers than among the subordinates who have charge of the administration of affairs. With the latter class, the fundamental principle of action seems to be that an emigrant is an unpleasant fact with which he has to deal, and as an individual he has no rights they are bound to respect. The result of this feeling renders them coarse, and often brutal, in speech and manner toward them. This would soon be corrected if the passengers themselves understood their rights, but subordination to authority has so long been the habit of their thought and life, they never question it, and are often, in consequence, subjected to arbitrary rule when unauthorized. Another fact, that the sentimental humanitarian, in his efforts at reformation, often loses sight of, or does not know, is that the large majority of this peo-

ple are or the lowest order of humanity. They are filthy in their habits, coarse in manner, and often low in their instincts. There are frequently petty thievings, discords, and treachery practiced among themselves, and their ignorance is in many instances appalling, and the women are oftentimes worse than the men. As an illustration of this there was a death of an infant on board during the voyage; the mother was an English woman, whose husband, a miner, had settled in the Lake Superior mining district, and had sent for her to come to him. She made night hideous with her screams and cries when her baby was taken with convulsions, and would not be comforted, but she would lie by its side all day and sleep, leaving the little one without the care necessary to sustain its life, and when awakened by its cries would evince the greatest impatience at being disturbed. She did not know how to give the medicines prepared for it, and in anger she would throw them away. The doctor, who was a man of great kindness of heart, gave the child personal attention and care during its illness; when taken with convulsions, he remained by it until out of immediate danger, giving it a hot bath himself when he found the mother unable to do it properly. When the child died a coffin was furnished, the church-service read by the chief officer, and all the ordinary religious services performed at its burial. There was also one birth on board during the passage, and I observed the same kind treatment from the doctor. The mother was removed to one of the hospital compartments, which were provided with every necessary comfort for the sick. He remained with her constantly until the time of her delivery, and in every way gave attention to her wants. I will, however, observe in this connection that I think this officer possessed an unusually kind and sympathetic nature. He did not seem to have the proper appreciation of the emigrant as belonging to another order of beings from the cabin-passengers. I do not think he could or would have done more for the latter, under the same circumstances, than he did for those two persons.

A great amount of discomfort among these emigrants arises from their own ignorance and life-long habits. Many of them have lived in hovels to which the steerage of a steamship, in comparison, is a palace. I visited some of these homes, while in Europe, which seemed to be too comfortless for human beings to occupy. One especially which I examined while in Scotland consisted of one room, so dark that at first, on entering, I could not see across it. The furniture embraced one bedstead, a few old blankets, a broken stool, and one chair, a table with a number of broken dishes, and a clock in one corner of the room. On the hearth a peat fire filled the room with smoke and blackened the wall with its clouds. There was no place for light and air to penetrate into this abode save through a small pane of glass which filled an aperture in the wall, but was so begrimed that it had long ceased to serve either purpose. In this room lived a family consisting of three adults and four children. It is from this class that a large portion of our emigrant army is yearly recruited. But there is among them another class of a different order, having lived in comfortable homes, and been accustomed to many of the social amenities of civilization. To these, constant contact and association with the first-mentioned class renders the passage to them a horror; this class, fortunately for themselves, is small.

Since the inauguration of steamship travel for emigrants, which has nearly superseded that of sailing-vessels, and the appointment of a board of commissioners of emigration by the State of New York, by the legislation which has been enacted within the last ten years, insufficient

as it is still found to be, a great improvement has been made in the treatment of emigrants.

The wide-spread charges of abuses and mismanagement which have been so freely made against the institution of Castle Garden, I am satisfied from close observation, if existing in the past, have been in great part done away with. It is, as now managed, munificent and beneficent in its workings for the emigrant. There is no doubt that in the past the emigrant has been the prey of sharpers, and systematically plundered and robbed from the time he landed until every cent was gone and himself ruined. Young girls were decoyed by procuresses to houses of ill-fame, and ruined beyond the hope of redemption; and in every way they were defrauded and degraded. This is now in a great measure changed, and efforts are being made to render the repetition of such wrongs impossible. From the moment of landing the protection of the emigrant is sought, by a well-ordered system of watchfulness and care, until he leaves for his intended destination. His money is changed and the market-price given him for his gold and silver. Warm meals are furnished, at reasonable prices, within the Garden, and the emigrant is warned against sharpers lying in wait for him outside. Telegrams are sent, and letters and telegrams awaiting passengers are delivered to them. Such lodging and boarding house keepers only as are licensed by the commission are allowed inside of Castle Garden, and a complaint made against one of them to the superintendent deprives him of his badge. Their baggage is checked and stored without charge, until such time as they may wish to claim it.

The great tide of emigration that brings to our shores annually three hundred thousand working men and women, flows in great part through the city of New York. The strong and able-bodied, the thrifty and valuable farmers and artisans, move on to the broad prairies, fertile hills, and rich mines of the great West. The refuse from the slums of the great European cities, the poor, incompetent, and good-for-nothing, save to enter the workhouse and prison, are left for the commission to care for. For the benefit of this class, left as charges upon their hands, they have established on Ward's Island a hospital, a refuge, and an insane asylum. Here all the poor who for any reason are without employment, money, or friends, are sent to be provided for until such times as they are able to care for themselves. There is also a labor-bureau attached to Castle Garden, where employment is sought to be furnished for all those who have not engagements made upon arrival.

For the purpose of paying the expenses of these different institutions, there is paid a commutation-tax of \$1.50 per head for each emigrant that lands in New York.

This tax is paid in lieu of a bond, which the state exacts from the steamship-company, of \$300 per head, to protect itself from pauperism. The payment of this tax or execution of the bond is optional with the steamship-companies, as the money comes through the steamship-companies from the emigrant. Although the price of the steerage-passage has not been raised since the exaction of the head-money, nor reduced since its reduction from \$2.50, which was paid previous to May, 1871, at which time it was reduced by the legislature of New York, it still could not be paid except by the emigrant, and, therefore, it is for him, in fact, a relief-association, to the benefits of which, if needed through misfortune, he is entitled for the period of five years. At the time the amount of the head-money was reduced, it was undoubtedly accomplished by the efforts of an able and systematically-worked steamship-

lobby, who could well afford to pay a large sum for an act which would put into their own coffers \$300,000 a year.

There is a large number arriving on every steamer who are without friends or money. All such become a charge at once.

Another cause for the improvement in this trade is its greatly increased and constantly increasing value. The great competition between the different companies to secure it has covered the continent of Europe with their agencies, and compelled them to offer the best possible inducements in order to gain it. The profit of this trade is greater to the steamship-companies than any other portion of their traffic, and if the emigrants themselves knew the value of it, and were sufficiently informed to understand the fact, the abuses would soon correct themselves. Six guineas, the price of a steerage-ticket, is nearly half the cost of a cabin-passage; but in this, as in all the wants of the poor and ignorant, they pay much larger prices in proportion to what they get than the rich. For the price paid for a steerage-passage not one-twentieth part of the value is given as the cabin-passenger receives for his outlay. They are obliged to furnish their own bed to sleep upon; a plate, cup, knife and fork to eat with, and also to keep clean for use. They are furnished with the plainest and most inexpensive food, and hundreds are crowded into space that twenties occupy in the cabin.

While there are no such abuses and outrages as once disgraced this traffic, there is still room for advance upon the present. For the price paid, tables should be furnished by all the companies, as is now done by some of them, upon which their meals should be served. Dishes necessary to eat their food should also be furnished and kept for their use, as is done in the cabin. The very limited room allowed each person, and often the scarcity of water to wash them with, renders the care of these utensils a great burden, and in cases of sickness almost an impossibility. Especially to women who have children clinging to them for care and attention, themselves sick, in a strange place, terrified by the motion of the ship and the state of confusion the first few days of the voyage, it is found to be a great tax. The outlay to the company would be trifling; the comfort to the passengers very great.

Women with children are a constantly-increasing class among the emigrants. The man leaves his old home for a new one alone; after locating, he sends for wife and children to follow. With no one to help or care for them, she starts on her journey. The first experience is seasickness; the next, terror of shipwreck; crying children clinging to her, and no one to speak a kind word, or offer the much-needed assistance, her situation is truly pitiable. She finds locomotion about a rolling steamer very difficult, yet she must get out to the food or she and the children must go hungry.

For the purpose of protection against arbitrary rulings, and to secure the proper treatment of women, a stewardess should be provided for the especial purpose of looking after this class, and she should be held to a strict accountability for the performance of that duty.

The commissioners of emigration of the State of New York memorialized the steamship-companies upon this subject last year. The reply was, that a favorable consideration of the subject would be taken by them, and the result has been to place them upon some of the steamers, but more trips are made without them than with them, and in many ways compliance with the request is avoided.

The Cunard line selects some one among the passengers coming over, and makes an arrangement with her to refund the passage-money paid if she is able to and performs this duty. A moment's reflection will show that

this is only an evasion, as these people are for the first few days generally sea-sick, and this is the time their services are most needed. It is in cases of sea-sickness their services are wanted. When attacked with other illness, the passengers are sent to the hospital, where every necessary for their comfort is furnished for them. They pay enough to entitle them to a regular stewardess, one who is accustomed to the situation, is not frightened when it storms, or sick in rough weather. While the regular steamship-companies, following the requirements of laws beneficial, when compared with the past, present no glaring abuses, there is a large number of independent steamships and sailing-vessels, belonging to private parties, that are far from doing as well. One steamer of this class that I visited, owned in Berlin and sailing to New York, carried twelve hundred passengers stowed away down between-decks, too low even for port-windows, lighted only by hatchways, which were always closed in bad weather. There were no divisions or compartments for the separation of the sexes, men, women, and children sleeping promiscuously together on shelves constructed of the roughest boarding, and into which this human freight was packed like herring. The place was dark and damp, there being no ventilation either by port-windows or ventilators; the air in consequence was very impure. The food was not so open to criticism; it seemed, so far as I could judge, to be good in quality and sufficient in quantity.

Many of these independent steamships and sailing-vessels would, I am informed, be liable to those charges of unseaworthiness that have been made of late against so much of the English shipping by Mr. Plim-soll, member of Parliament for Derby.

Although steamship-travel is fast superseding that of sailing-vessels, there arrived in the port of New York last year 18,367 emigrants in them, and it is in relation to them and to the independent steamships that complaints are now mostly made. It is very desirable that some scheme be devised to discourage the carrying of emigrant passengers in sailing-vessels; the difference in price is so very small, and the loss of time and suffering so much greater, that to save them from it would be a great blessing to them. It is only through ignorance of a better way that they come in sailing-vessels.

Another of the great evils of this traffic is the fact that the German sailing-vessels are not regulated by law to carry a physician on board; instead it provides for a regulation medicine-chest, and a government hand-book of medical practice, and then confides the lives of hundreds of people to the medical skill of a captain who has enough to do in the performance of his legitimate duties, and having no knowledge whatever of the science of medicine.

The relative mortality on steamships and sailing-vessels landing in New York from the different ports of Europe, as shown in the following table, proves how much greater the security to life is in the former than in the latter.

Table showing the number of passengers brought to New York by sailing and steam vessels, and the number of births and deaths on the voyage, from the year 1864 to 1872, inclusive.

Years.	Steamships.					Sailing-vessels.					Total.				
	Number of vessels.	Cabin-passengers.	Steerage-passengers.	Births.	Deaths.	Number of vessels.	Cabin-passengers.	Steerage-passengers.	Births.	Deaths.	Number of vessels.	Cabin-passengers.	Steerage-passengers.	Births.	Deaths.
1864.....	196	9,729	78,200	46	74	349	773	102,070	186	750	546	10,502	180,270	232	824
1865.....	220	14,621	112,701	52	118	302	661	83,770	186	581	522	13,282	196,471	238	699
1866.....	401	27,507	156,931	83	816	349	636	74,898	102	851	750	28,143	231,829	245	1,667
1867.....	464	29,187	193,445	99	255	282	543	48,495	127	494	746	29,730	241,940	226	749
1868.....	451	27,937	180,449	96	200	200	241	31,953	102	393	651	28,178	212,402	198	593
1869.....	504	29,471	229,190	110	210	209	273	28,333	76	138	713	29,744	257,523	186	348
1870.....	484	28,262	194,088	105	155	156	268	18,824	47	110	640	28,530	212,912	152	265
1871.....	574	31,392	213,698	80	194	122	108	14,960	42	85	696	31,500	228,667	122	279
1872.....	626	36,776	274,889	114	197	96	82	18,367	61	286	722	36,858	293,256	175	483

Another source of serious evil to the German emigrant is the exchanging of his gold and silver coin and paper currency and purchasing drafts on New York City, previous to embarking, at Bremen, Hamburg, and other ports. They are not only subjected to loss from ignorance of the difference in value of United States money compared with their own, but also suffer the further risk of receiving counterfeit United States currency, with which the country is full. The execution and finish of it is so perfect as to deceive experienced bankers here and bankers abroad. Many a poor emigrant on his arrival here finds his money thus exchanged to be entirely worthless. There is also incalculable evil arising from the booking of passengers in Europe for inland passage or transportation in the United States, and selling them tickets to be used this side of the Atlantic. These tickets are often grossly overcharged for, often leading over circuitous routes, and they are frequently imposed upon by fraudulent tickets. This practice of selling tickets in Europe was commenced at the time when the agent of the Pennsylvania Railroad had, through some dereliction of duty, rendered himself obnoxious to the commissioners of emigration, and in consequence was debarred from the privilege of selling tickets in Castle Garden, and the company retired for a period from the Garden. Previous to this the three railroad lines running from New York West, the New York Central, New York and Erie, and the Pennsylvania Central, had offices located in Castle Garden. These companies mutually combined to destroy competition by equally dividing this traffic between them. For this privilege they jointly paid an annual aggregate rent of \$10,000 to the commissioners of emigration of the State of New York. These companies were afterward relieved from the payment of this sum and were allowed gratuitously to continue the sale of tickets to emigrants with the same privileges they had before enjoyed. When the Pennsylvania Central Railroad Company withdrew rather than to comply with the demand of the commissioners that another agent be appointed, it immediately established "agencies" throughout this country and Europe for the sale of tickets over its route. The result soon convinced the other companies that this road was outstripping them in the sale, and they soon followed in the same path. The strife for business between the different companies developed the practice of paying large commissions to agents for the purpose of securing this carrying trade both in Europe and here. It also resulted in unscrupulous agents taking advantage of the ignorance of the emigrants and selling them tickets by circuitous routes; and also in filling

Castle Garden with these agents, under cover of lodging and boarding house keepers. Missionaries, and even the employés of the commission itself, were bribed for the same work. This practice involves great injustice to the emigrant, for the reason that when he has not purchased his ticket abroad, he is instructed to say that he is going to stop in New York, where, without the protection of the commission, he is the prey of sharpers and robbers.

Since this system of selling tickets was adopted, the apparent stoppages in New York have increased from 14 to 45 and 50 per cent., although the real stoppage has not increased at all. When the emigrant purchases his ticket in Castle Garden he is protected and cared for until he passes the boundaries of the State of New York. When he purchases it outside he is without that protection. If the commission paid on railroad-tickets to these agents was abolished, and all tickets were sold by regular agents of the companies under the protection of the commission at Castle Garden, the landing of these people would not be diverted from New York, the natural point of debarkation in this country, and the fare could be reduced at least 15 per cent. with no loss upon the present profit, and the emigrant would be saved from the deception and wrong now so often practiced upon him both at home and abroad.

The manner of transporting the emigrants from the steamship to Castle Garden, and the responsibility of their baggage while in transit, has been for a long time a vexed question. Although the steamship company is not relieved of the responsibility of care of steerage-passengers until they are landed, and the process and expense of landing devolve upon them, they have hitherto refused to pay for anything lost by the emigrant before he has received the check from the railroad-agent in exchange for the paper receipt given him on board the steamship, and the railroad company have refused to assume liability until the passenger receives its check. There are as many as eight thousand packages landed in one day, and with the greatest care some will be lost. The transportation of these people from Castle Garden to the cars is also a matter of importance.

The sight of women and children perched on boxes, driven in baggage-wagons through the streets of the city, while men and boys trudge behind on foot in all kinds of weather, from Castle Garden to Twenty-third street, to the depot of the New York Central Railroad, has long been offensive to the citizens of New York. This company ought to be compelled, when taking the responsibility of this work, to transport them in a more respectable manner. The protests of commissioners of emigration upon this subject have so far been treated with silence by it. The Erie Railroad Company has met the demand for a more humane system in a commendable spirit, worthy of imitation. They have fitted up a barge of the most comfortable character, quite worthy of first-class travel, with every accommodation for comfort and convenience. This barge conveys the passengers and their baggage directly from Castle Garden landing across the river to their depot in Jersey City, thus saving them from the evils which invariably assail them when they go through the city. The Pennsylvania Central Road have a large and commodious depot near Castle Garden, and thus save the long tramp to the upper part of the city.

A trip made from New York to Chicago in the different parts of the three railroad lines on an emigrant-train on the 1st of November, convinced me that the railroad traffic, like the steamship transit, through competition, has been greatly improved. Emigrant-trains, as such, are no longer run west of Buffalo, N. Y., by the Erie and Central, or west

of Pittsburgh, Pa., by the Pennsylvania Central Railroad. At these points the emigrants are put into the smoking-car of the express-trains. At Pittsburgh, Pa., at Buffalo, and Suspension Bridge, the cars of the emigrant-trains are attached to the express-trains. The time consumed by the emigrant-train is six hours in excess of the express-trains. The cars are comfortable. The seats are covered with enameled cloth. They are kept clean, and are furnished with closets, water, and fire. The cars of the different companies differ but little in character. The fact that competition has improved this trade is still more apparent at Chicago, at which point there are a greater number of competing roads. The Chicago, Burlington and Quincy Railroad, which is a fair sample of other lines, conveys emigrants on express-trains, leaving Chicago at 10 a. m., and arriving at Omaha at 10 o'clock the next morning; also leaving at 10 p. m., arriving at Omaha at 10 o'clock the next evening. There is very little difference in the cars used for emigrants and other passengers. They are the same in construction and accommodation. This road, having large tracts of land to sell, offers every possible inducement to these people, who are in search of homes, to travel over their road. They have established at Burlington, Iowa, Lincoln, Nebr., and at Omaha, a rest or home, where opportunity is given for bathing, washing, and cooking; and fuel for this purpose is furnished to them free. All this is in contrast with the methods and accommodations given west of Omaha, where competition ceases, and there is but one road to do all the carrying.

I did not go west of Chicago, but am informed, upon the most reliable authority, that at this point, where the Union Pacific Railroad alone has the control of transportation, from first-class cars and express-trains, the emigrants are put into cars with rough wooden benches for seats; small windows, too high to look out of; attached to freight-trains which consume eight days in going to San Francisco. No appeal in the name of humanity and justice has thus far availed to modify this practice, although the number going to San Francisco is small, and they could be sent without great inconvenience or expense by the faster trains. But the greatest wrong the emigrant suffers is in the charge for extra baggage. All over one hundred pounds, which he is allowed free, is charged for at enormous rates: From Chicago to New York \$3.20 per hundred, to Cincinnati \$2.80, to Kansas City \$5.40, to Saint Louis \$3.60, to Saint Paul \$5.40, to Denver, Colo., \$11.40. Seven hundred miles of this road was built by Government subsidy and land-grant. The charge to San Francisco for extra baggage is not down on the printed tables of the tariff of prices. Judging from those already quoted to San Francisco, it is not unfair to suppose that it amounts to confiscation. The charge for first-class freight to Chicago per hundred is 40 cents, to Cincinnati 37 cents, and Adams Express rates are but little above the price charged to emigrants for extra baggage.

Chicago is the great point to which the attention of emigrants naturally turns. All the land-grant companies here have their agencies established. It is the great distributing point, where they stop to gather information and direction for future settlement. There is the same danger here from sharpers and selfish speculators to be guarded against, that Castle Garden in a large degree protects them from in New York. It is also the point from which labor is furnished to the Northwest and West. Contractors on public works of all descriptions, farmers, lumbermen, &c., send to agencies established in Chicago for labor. This demand, together with the facility of obtaining information as to settlement on Government and other lands, combines to make this city a

wide field for the active supervision and direction of an authorized and practical agency, national or otherwise.

From my observations and investigations upon this subject of emigration, through which the wealth of the country is annually so largely augmented, I would recommend national legislation upon the following points:

1st. To prevent the overcrowding of steamships and sailing-vessels, and to prevent shipping emigrants on unseaworthy vessels. It has been claimed that legislation on these points must be had through the governments controlling the points of embarkation. Certain conditions regulating this traffic and affecting the interest of the ports of debarkation can be imposed upon steamship companies before they can be allowed to land their passengers.

2d. To provide ameliorative methods for the better care of sick women and children, such as I have indicated.

3d. To provide for the punishment of assaults or outrage committed by officers or crews on the high seas. Under the present United States statutes passengers are without redress for such wrongs.

4th. To compel steamships carrying this human freight to land it wherever the emigration officers of the State within which the port of debarkation is located shall direct.

5th. That through international treaties unity of action should be secured between the governments of Europe and the United States upon all questions in regard to the treatment of emigrants. It is only through such action that many of the evils now existing can be reached.

6th. Railroad-fares should be fixed by law, and also time-tables upon which trains should be run. We have provided by law for the more humane care of cattle in transit by rail from one section of the country to another. How much more necessary to provide for human beings, subject to the same rapacity of railroad monopoly. With regard to the matter of national control in the interests of the emigrant of railroad rates of fare and freight a practical suggestion has been made to me from many sources, meeting the approval of such judgment as observation and study of this question have enabled me to make. It is that Congress shall appoint at an early date a committee of its own body, or a commission of practical experts, to thoroughly examine and report upon the whole question. For some years past, and still more for the future, the great bulk of the incoming emigration must necessarily be located in the region lying west of the Mississippi River, and mainly within the Territories of the United States directly subject to the control of Congress. In reaching their new homes, they will be transported chiefly by the railroads built by the land and other subsidies given by a generous people, through Congress, in aid of the development of that vast region. It must be long before competition can ameliorate the evils of such travel as has been before alluded to in this report. Our emigrant population, which every new movement in the Old World increases year by year, is acknowledged to be, spite of all drawbacks, a source of wealth and power. It is, therefore, a binding duty to see to it that the progress of each emigrant is made as easy and equitable as is possible in the transfer from his past to his future home. There can, it seems to me, be no doubt of the power of the legislative branch of the Government to make the inquiry suggested. It is quite certain that its results, embodied in appropriate legislation, would be beneficial to the emigrant, profitable to the country, and equitable to the railroads.

7th. That a National Bureau of Emigration be formed to take a gen-

eral supervision of the subject, and to provide, at some general distributing point to be determined upon, after careful observation and investigation, a general "emigrant clearing-house," connected with a temporary home or rest, and a labor bureau, whereby the emigrant may be temporarily cared for at a minimum expense, protected from swindling and plunder, furnished with temporary labor, or sent on his way to a home of his own selection.

I do not know whether practical or not, but in addition to the legislation suggested I cannot leave the subject without referring to a remedy for the evil that grows out of this constant influx and stopping of so large a class of ignorant persons in our Atlantic cities, which would be a systematic gathering and publication, by State or national authority, probably through the Bureau of Statistics, of accurate and regular information as to rates of wages; cost of living; means of reaching different points; scarcity and abundance of labor; facility of obtaining lands, either by homestead settlement or purchase; school advantages or otherwise; demand for skilled or unskilled labor; and the distribution of this information in simple and comprehensible form and furnished through our consular and other agencies, especially at the ports of embarkation and debarkation, and on ships, so that the very large number of persons annually arriving without place of settlement already determined upon might be induced or directed in finding appropriate and profitable places for settlement.

Emigration on a large scale has become essentially a marked feature in modern civilization. This continent is at the present time the especial goal of this remarkable movement. That evils have arisen under the rapid influx of such population cannot be doubted; evils which, however, no one can fail to see would be much less and more easy to overcome by the wide distribution of the emigrants and the consequent assimilation with our own people than by letting them, as heretofore has been done, take their chances without direction other than that which they gain from friends who have preceded them. This necessary process of distribution could certainly be largely aided by the systematic gathering, publication, and subsequent distribution of the general facts I have indicated.

I cannot close this report, Mr. Secretary, without expressing my appreciation of the courtesy and consideration with which I was received, in my official capacity, by the agents of the steamship companies and railroad officials. Every facility was given me for observation and investigation, with one exception—that of the agent of the Hamburg line of steamers, at Southampton, England. This was especially gratifying to me, as, the appointment of a woman being an innovation upon established customs, it proved my mission to be well founded in good sense and humanity.

I have the honor to be, very respectfully, your obedient servant,
HELEN M. BARNARD.

Hon. WILLIAM A. RICHARDSON,
Secretary of the Treasury.

S. Ex. 23—11

The Secretary of the Treasury has the honor to acknowledge the receipt of your letter of the 10th inst. in relation to the space allotted to each steerage immigrant on board ship. The Department has the honor to inform you that the same has been referred to the Board of Customs and Excise for their consideration. The Board has the honor to inform you that they have decided to allow a space of 150 cubic feet for each steerage immigrant on board ship. This space is to be measured from the deck to the top of the stowage space, and is to be measured in the most favorable manner for the immigrant. The Department has the honor to inform you that the same has been referred to the Board of Customs and Excise for their consideration. The Board has the honor to inform you that they have decided to allow a space of 150 cubic feet for each steerage immigrant on board ship. This space is to be measured from the deck to the top of the stowage space, and is to be measured in the most favorable manner for the immigrant. The Department has the honor to inform you that the same has been referred to the Board of Customs and Excise for their consideration. The Board has the honor to inform you that they have decided to allow a space of 150 cubic feet for each steerage immigrant on board ship. This space is to be measured from the deck to the top of the stowage space, and is to be measured in the most favorable manner for the immigrant.

REPORT
ON
PROTECTION TO IMMIGRANTS.
BY
MR. J. FRED. MEYERS.

REPORT ON NECESSARY REFORMS IN CARRYING STEERAGE-PASSENGERS.

BY HORACE L. PIPER.

SIR: In compliance with the instructions of your letter, dated April 1, 1873, I have informed myself, by actual examination, as to the manner in which steerage-passengers are transported in steamships from Europe to this country, and respectfully submit the following statement of facts and recommendations based thereon.

HOW STEERAGE-PASSENGERS ARE CARRIED.

Steerage-passengers are usually carried upon two decks, there being one deck below and one above those upon which they are located. I was informed by officers of the ships that they are also carried on the deck next the keel when large numbers are on board. The height between the decks is usually about 7 feet and 4 inches, sometimes more. The decks are permanent, and the steerage-compartments are equally as high between decks as the cabin. They are, undoubtedly, as high as they ought to be, having due regard for the strength and seaworthiness of the ship.

In my opinion, passengers should never be carried on the lower deck. Being below the surface of the water, this deck must be lighted by artificial means, by day as well as night, and is ventilated with great difficulty.

ARRANGEMENT OF BERTHS.

The berths are temporary structures in most cases, and are arranged parallel to the sides of the ship—two berths in height and five in width. The lower berths are raised above the floor a sufficient distance, and are as far below the upper berths as the latter are below the deck above. They are divided into sections of twenty, ten above and ten below, with a narrow passage, from 18 to 24 inches wide, between the foot of the berths. The berths are from 20 to 24 inches wide, and are separated by a board 6 or 8 inches high. When the berths are permanent, as a part of them frequently are, the passage in the middle of each section may usually be closed by a sliding door. The space between the rows of berths—that is, the middle portion of the compartment, from end to end—is kept clear. The ships generally being from 38 to 42 feet beam, and the berths occupying 20 feet of the width, the clear space running the entire length of the compartment is from 18 to 22 feet wide. This space is generally unencumbered by luggage, which is carried below. Here the dining-tables are located. I noticed upon one ship that hooks were arranged for swinging-hammocks in the space just described, and learned, upon inquiry, that hammocks are often used, and are suspended in precisely the same manner as upon ships of war. When such is the case the space required by law cannot possibly be allowed each passenger.

The arrangement of the berths, as I have endeavored to explain it above, was the same in all the ships, and allowed about 14 feet of superficial space and about 100 cubic feet of air to each steerage-passenger. This is equal to a space 6 feet long, 4 feet wide, and 4 feet high for each person.

Admitting that passengers are not confined in an *inclosed* space of these narrow dimensions, which would be impossible, but that the air may freely circulate among the berths throughout the compartment, I am still decidedly convinced that the space allowed under the present system is not sufficient. I recommend that at least 18 feet of superficial space be prescribed for each passenger upon the upper steerage-deck, and 20 feet upon the lower one.

SEPARATION OF THE SEXES.

The law requiring the separation of the sexes is generally well observed. The single males are carried in compartments by themselves which do not communicate with the compartments assigned to married people and single females. The single females are sometimes carried upon one side, and the married people upon the other side of the same compartment. Sometimes the husbands are required to berth with the single males, and the wives with the single females. Sometimes, but rarely, dressing-rooms are provided for females, and large rooms for families or small groups of families.

The effect of a steerage-passage upon the morals is not beneficial under the most favorable circumstances, but I do not think it is the cause of any considerable degree of contamination to either of the sexes. The passage is not usually over twelve or fifteen days' duration, and, as there is absolutely no opportunity for violence, it is hardly reasonable to suppose that persons who go on board uncontaminated may be corrupted during the passage. The passengers are subjected to the constant surveillance of each other and of those who have charge of the compartments and decks. Whatever immorality does exist I believe to be on the part of those already vicious; and this must be slight. The crew is excluded from the steerage-compartments, and I did not observe any irregularity in this respect.

If the provisions of the present law in regard to the separation of the sexes are faithfully carried out there can be no just complaint. It is desirable that families should be permitted to berth together in apartments of fair size and a proper degree of privacy.

Some of the companies furnish an "intermediate passage" at a price above that charged for the steerage, and less than that for cabin accommodations. This system enables emigrants and others who prefer it to avail themselves of better conveniences.

HOW THE COMPARTMENTS ARE LIGHTED.

Where the decks are above the water-line the compartments are lighted in the day-time by the dead-lights and open hatchways and, if necessary, by lamps. At night they are lighted by lamps, which are suspended in convenient places under the control of stewards and, as safety requires, beyond the interference of passengers. The light is generally sufficient.

LIFE-SAVING APPARATUS.

I do not hesitate to say that, so far as my observation has extended, I have found the life-saving apparatus of steamships carrying steerage-passengers between Europe and the United States entirely insufficient.

I examined a large number of ships belonging to most of the prominent lines, and the foregoing remark is believed to be true of all. I have never seen a steamship carrying steerage-passengers put to sea properly equipped for saving the lives of its passengers in case of disaster.

The present system seems to be based upon the principle I have often heard announced among sea-faring men, viz, that "in case of shipwreck a large part of the passengers must inevitably be lost." However true this may be in experience, any theory based upon such an idea falls altogether short of the most common dictates of humanity. Because the amplest provision for saving life *may fail* is no reason why such provision should not be made.

These steamships usually carry eight boats, some of them called life-boats, and a few life-preservers; and yet they sometimes carry, including steerage and cabin passengers and crew, more than fifteen hundred people. Let sudden disaster, like collision or a very dangerous leak, happen to one of these ships, and by what possibility could the passengers be saved? Even were it necessary to abandon a sinking ship in a smooth sea, it would be almost, if not quite, impossible, with all the boats safely launched, and with all the other means of which I can conceive as ships are now equipped, to take off so many persons. In bad weather the case would be still more hopeless. There are times when boats, whether life-boats or not, are found almost entirely worthless. This fact is generally admitted among sea-faring men. I have witnessed such cases, and have been repeatedly assured of their occurrence by the best captains. This is the case in a very heavy and angry sea, and is owing to the architecture of the boats, the way they are carried, and the difficulty of launching them. Boats are often swept away from the davits. I am informed that ships now in the Atlantic passenger traffic have frequently lost half, and sometimes all but one of their boats. They are launched with difficulty, often capsizing, and when successfully launched they are often swamped or stove to pieces before getting clear of the ship. I do not argue that boats should be dispensed with, but that other and better means should be added. The necessities of the case demand that an apparatus, which may be easily carried, readily launched, and which will answer its purpose without regard to the manner in which it is put into the water. There should be a life-preserver in every berth, and the amplest provision for the safety of every soul on board should be required by the law. The number of passengers the ship should be allowed to carry should be determined rather by the facilities for saving life than by the capacity of the hold to stow away human beings.

COMMUNICATION WITH THE UPPER DECK.

The means of communication between the compartments and the upper deck are generally temporary, and are, in my opinion, insufficient. In case the ship is thrown on the side, as was the ill-fated Atlantic, there is absolutely no means of escape, and passengers must perish as they did by hundreds in the instance just named. When the ship is thrown on the side the stairway cannot be reached, and if it could, would be of no use. Ships should, therefore, be provided with ladders fastened to the sides of the hatchways and leading to the sides of the ship, or capable of being so placed, by which means passengers might escape.

VENTILATION.

The atmosphere in the steerage compartments is always more or less contaminated. The proper ventilation of the hold of the vessel is a

matter of no little difficulty. The dangers of the sea are such as to admonish great caution in opening numerous channels either for gangways or ventilation. In bad weather, when a ship is constantly swept by the sea, it is manifest that her safety must depend in great measure upon the tightness of her decks. In such cases, whether of longer or shorter duration, the hatchways must be covered, many of the other avenues closed, and the passengers kept in their compartments. The air at such times is necessarily very bad, and I can suggest no remedy which I have reason to believe would prove sufficient. The ships are generally provided with a good number of ventilators; wind-sails are also used, and in ordinary weather the hatchways are uncovered. I do not think that the necessity of good air is correctly estimated. If it were, much improvement might be effected even with the means now used, and much more might be accomplished by the addition of more and better ventilators, and a freer use of wind-sails. All the ships should be compelled to adopt the latest and best improvements in the art of ventilation.

FOOD.

The food is usually good and well cooked. The ordinary fare consists of fresh and salt meat, fish, potatoes, bread, butter, sugar, tea, coffee, and a good supply of water. Passengers suffering from seasickness are also frequently, and should always be, provided with lighter food. The food is prepared by the ship's cooks, who are usually competent men accustomed to the sea. The passengers are in no case required or allowed to cook for themselves. The companies claim that the food supplied is in excess of the requirements of the law. The law should require at least what is now furnished by the best lines.

Passengers are required to furnish their own eating-utensils, and the food is served almost precisely as rations are issued to soldiers in the field. Much improvement might be made in this respect. It is a custom among the stewards to sell food to those who desire it. Although this custom would be likely to induce the stewards to stint the regular fare, I did not discover that such was actually the case. The management of the cooking department of the ships was not altogether free from complaint, and undoubtedly has its faults, but after investigating all cases which came to my notice I found them without foundation.

WATER.

The drinking-water is generally good, being taken on board from the reservoirs of the cities from which the ships sail. It is carried in abundance, and, although there is a specified limit to the amount allowed each steerage-passenger, it is seldom enforced.

Proper conveniences for washing the face and hands, or for bathing, are not furnished. The latter may be impracticable, with a large number of passengers, but the former may be easily provided for. Under the present system the passengers wash when and where they can find an opportunity; sometimes between decks, sometimes on the upper deck, and frequently not at all. This may be easily remedied by providing convenient wash-rooms, with permanent wash stands supplied with hot and cold water.

HOSPITALS.

The hospital arrangements are sufficient for all ordinary sickness. Most steerage-passengers are in good health when they enter upon the

voyage, and cases of dangerous illness are not frequent. When such cases are discovered they are suitably cared for, the passenger being transferred to the hospital, and treated, without charge, to medicine and appropriate food. I am glad to add that when death occurs, the burial ceremonies—of which I witnessed two instances, on different lines—are conducted with due regard to the solemnity of the occasion, and with considerate tenderness for the feelings of the bereaved.

GENERAL HYGIENIC TREATMENT, POLICING, ETC.

The policing of the steerage is one of the duties of the steerage-stewards, and is usually well done. All the passengers who are able are required to go on deck in the morning, and the compartments are then cleaned and aired. In fact the steerage-compartments are not much occupied by day, as all the passengers, both cabin and steerage, prefer to be on deck as early in the morning and as late at night as possible.

All the ships carry one, and some of them two, medical men, who make a daily inspection of the steerage, and attend to the hygiene of the ship. While I am not satisfied that the physicians are very learned in their profession, or devote much time to improvement, still they are generally men of fair address, and probably ordinary medical information. The rate of compensation is too small, and the manner of life too indolent, to attract enterprising and ambitious physicians.

All persons are cautioned by the companies against presenting themselves for passage if afflicted with contagious disease, and an examination is made before they go on board, with a view to prevent their reception. It is obviously impossible to detect all such cases, but I believe epidemics on these ships are of rare occurrence. Persons whose condition is such as to render them likely soon to become a public charge, are warned that they will be refused passage.

I found the officers generally well-disposed and gentlemanly.

All companies should be required to post, in a conspicuous place in each steerage-compartment, a notice in the English, French, and German languages, containing an extract from the law setting forth the legal allowance of space for each passenger, the amount and kind of food, the duties and rights of passengers and officers, and the means of remedy for neglect or wrong which may be employed on the ship or in port after arrival. As the immigrant does not remain long in the port of arrival, legal proceedings should be capable of immediate application.

Whether the improvements which are desirable can be better secured by treaty or law, is a question which necessarily arises; but I am disposed to recommend the latter. I therefore suggest the passage of a law in harmony with the changes which have taken place since the enactment of the present statute, and embodying the improvements pointed out as desirable in the foregoing pages, viz: Prohibiting the carrying of steerage-passengers on the deck next the keel under all circumstances, and prescribing 18 feet of superficial space upon the upper and 20 feet upon the lower steerage-deck for each passenger; providing for dining-tables properly arranged and equipped with utensils for eating; for seats which may be permanently arranged by the table and along the sides of the berths; for wash-rooms with permanent stands, supplied with hot and cold water, which are usually abundant; for a reasonable amount of food, including the articles enumerated in the foregoing; for the entire separation of the sexes, except families, which should be accommodated by themselves; for ventilation accord-

ing to the latest scientific improvements in the art; for life-rafts and more boats, all to be life-boats; for a life-preserver to each berth, with directions for its use printed upon it; for adjustable ladders and ampler means of escape to the upper deck; for legal remedies for grievances of steerage-passengers which will be capable of immediate application in the port of arrival; and for the posting of notices containing the more important provisions of the law in conspicuous places in the steerage-compartments.

That immigrants are liable to imposition and robbery after landing, while in port and while *en route* to their new homes, no one doubts. A large class of them, however, are informed beforehand as to the precise localities in which they are to settle, and the manner of reaching those localities. Many of them have relatives and friends already settled here, who are looking for their arrival, and are ready to render them every assistance. Still, there is a class who are friendless and strangers to all our customs, and therefore need protection. The Castle Garden Bureau, in New York City, is doing much in this direction, and deserves to be well spoken of. Similar institutions under the control of proper officers in other ports, where immigrants are received, would have a like salutary effect. A law of the General Government regulating the transportation of immigrants would do the rest.

Not being specially charged with the examination of the manner in which steerage-passengers are transported by railroad after reaching our shores, I do not dwell further upon that branch of the subject.

Very respectfully, your obedient servant,

HORACE L. PIPER,

Of Emigration Inquiry Commission.

Hon. WILLIAM A. RICHARDSON,

Secretary of the Treasury.

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