

# THE HONGKONG

# Government Gazette.

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VICTORIA, SATURDAY, 27TH OCTOBER, 1888.

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LEGISLATIVE COUNCIL, No. 18.

WEDNESDAY, 17TH OCTOBER, 1888.

#### PRESENT:

# HIS EXCELLENCY THE GOVERNOR

(SIR G. WILLIAM DES VŒUX, K.C.M.G.)

His Honour the Acting Chief Justice (James Russell, C.M.G.), vice His Honour Sir George Phillippo, Knt., on leave.

The Honourable the Colonial Secretary, (Frederick Stewart).

the Attorney General, (EDWARD LOUGHLIN O'MALLEY).

,, the Acting Colonial Treasurer. (Henry Ernest Wodehouse, C.M.G.).

the Surveyor General, (John Machelle Price).

the Captain Superintendent of Police, (Walter Meredith Deane).

" PHINEAS RYRIE.

Wong Shing.

JOHN BELL-IRVING.

,, Bendyshe Layton, (vice the Honourable Alexander Palmer MacEwen), on leave.

#### ABSENT:

The Honourable CATCHICK PAUL CHATER, on leave.

The Council met pursuant to notice.

The Minutes of the last Meeting, held on the 28th August last, were read and confirmed.

GOVERNOR'S MESSAGE.—ESTIMATES, 1889.—Read the following Message from His Excellency the Governor:—

# G. WILLIAM DES VŒUX.

'The Governor has directed to be laid on the table for the consideration of the Legislative Council the Estimates of Revenue and Expenditure for 1889.

# REVENUE.

With the taxation remaining as at present the Estimate of Ordinary Revenue would have been \$1,740,818, or an increase of \$303,148 as compared with the estimated, and of some \$253,000 as compared with what will probably be the actual, Revenue of 1888, provision requiring to be made for the largely enhanced price obtained for the new Opium Farm Contract, which will affect nine months of the coming year, and also for substantial improvement in various other items, due principally to the rapidly growing population and increasing prosperity of the Colony, and also in part, as regards Assessed taxes, to more careful rating and better collection.

It will however be observed that the actual amount appearing as the estimate of Revenue is \$1,737,718, the difference being produced as follows:—Deduction has been made, for reasons given below (i) of \$1,100, the amount of tax now received annually from the crews (other than the headmen) of cargo-boats; and (ii) of \$47,000 for reductions in the assessed rates; while addition has been required of a sum of \$45,000, the estimated product of the additional shipping-rate to be levied for the cost of the Gap Rock Light-house.

As regards Extraordinary Receipts—chiefly derived from premiums on the sales of land—which as representing capital are rightly excluded from the accounts of Ordinary Revenue, the amount to be expected will largely depend on (i) the result of the strong representations which have been made by the Governor with the view to the removal of the Military restrictions on the sale of the sites above the Kennedy Road, and (ii) on the approval by Her Majesty's Government of the project, about to be submitted, for the Extension of the Praya in front of the Admiralty and War Office Reserves. Allowing however for this item \$150,000 a sum likely to be realised under any circumstances, the total receipts of the year would amount to \$1,887,718.

#### EXPENDITURE.

The Ordinary Expenditure is estimated at \$1,394,665 or an increase of \$62,472 as compared with that for 1888. The apparent increase in Departmental expenses of \$91,808 is due, as regards \$35,474, to votes for Scavenging and for the Lock Hospital, which have hitherto appeared under the head of Miscellaneous services, and are now transferred to the Sanitary and Medical Department respectively. The real increase under this head, \$56,334 (principally due to the needs of the increasing population,) will be as usual explained in detail before the Finance Committee. Some of the principal items however deserve special notice.

# Surveyor General.

The net increase of the votes for the establishment of this Department amounts in the aggregate to \$16,708. The recommendations which involve this increase have been made only after careful consideration and consultation with Mr. Price, the Surveyor General, who, it may be remarked, will himself probably derive no benefit from them, as to the Governor's deep regret, the Colony is about to suffer the loss of his most valuable services, he having applied to retire on the ground of ill health.

The duties connected with the Public Works of Hongkong appear to be especially prejudicial to the health of the Officers. The occasions are rare during the hot season when several of the staff are not incapacitated by illness. During the last month no less than nine Officers at one time were unfit for duty, and many works are thereby unduly retarded. As one instance out of many, the Estimates for the Extension of the Praya in front of the Admiralty and War Office property have, owing to this cause, been delayed for several months; and it has therefore been impossible to submit to Her Majesty's Government the scheme for this long-delayed and supremely important improvement, which, the Governor is most glad to announce, received early in the year the concurrence of the local authorities, Civil, Naval and Military, (the question however of the proportion of the cost to be paid respectively by the Local and Imperial Governments remaining yet to be settled).

The staff as increased by these recommendations will, in the opinion of the Governor, be not more than sufficient for the work which will, under any circumstances, be required in the coming years. A still further, though temporary, addition to the strength of the Department will be required, if there should be an immediate commencement of all the Public Works to which reference is made below.

#### Police.

The increase of \$10,684 in the votes for this Department is principally to supply an addition to the numbers of the Force, required to meet the growth of the population.

#### Gaols.

The additions to salaries in this Department are chiefly for the purpose of bringing about a very necessary improvement in the staff, the remuneration hitherto given having rarely proved sufficient to be a permanent attraction to good Officers. The increase to the salary of the Superintendent, the Governor has felt compelled to recommend for reasons which will be explained in Finance Committee.

### EXTRAORDINARY EXPENDITURE.

With Ordinary Revenue estimated at \$1,737,718, and Ordinary Expenditure at \$1,394,665, there is thus a balance of \$343,053. Certain recommendations which the Governor intends to make to the Secretary of State, but which cannot be introduced into the Estimates without previous sanction, may possibly reduce this balance by a sum certainly not exceeding \$60,000 leaving \$283,053. Adding to this \$150,000 which has been stated as likely under any circumstances to be realised from land-premiums, and \$445,000 the probable balance in the Treasury at the end of the present year, there results a total of \$878,053 available for the cost of Public Works and to meet unforeseen contingencies.

The Extraordinary Public Works specified in the List accompanying the Estimates are all of them urgently needed. The necessity for their being immediately undertaken no doubt differs in degree; but with the funds available, none of them, in the opinion of the Governor, can be commenced too soon. It will be seen that the utmost sum which is estimated as likely to be capable of being profitably expended on them during the coming year is \$637,626. This amount can be readily afforded. For apart from the steady advance which is being shown in all the important items of Revenue, there will almost certainly be in 1890 a still larger surplus of Ordinary Revenue than in 1889, owing to the fact that the New Opium contract will be in force during the whole twelve, instead of only nine, months; while if, as there is reason to hope, the proposed works in connexion with the junction of the East and West Prayas should be, before that time, in progress, there would probably be largely increased receipts from Land-premiums, owing to the impetus which would thereby be given to building in the Eastern district of Victoria.

As regards most of these works, the mere mention of them by name is sufficient to suggest their necessity to residents of Hongkong. One of them, however, the Separate System of Drainage which happens to be the most costly, may possibly require further explanation.

The report of Mr. Cooper, the Sanitary Surveyor, on this subject fully supported as it is by the valuable opinion and judgment of the Surveyor General, has however produced in the Governor as complete a conviction of the necessity of the work as can be justly entertained by one who is not an expert; and he is of opinion that if the view of our local Engineers should be approved by the eminent professional authorities in England, to whom the question will be referred, this Government would assume a very grave responsibility if it failed to make the earliest practicable commencement of the works proposed.

Besides the Public Works appearing on the List there are (i) some equally required which cannot be commenced at once, such as a New Harbour Office, which requires to be placed on the proposed Reclamation, and New Supreme Court Buildings, Post Office, and Registrar General's Office, all of which it is proposed to include with the other Government Offices in one large building to be erected on the site of the present North Barracks, and on the reclamation in front of it (the whole cost of these however being likely to be recouped by the sale of the sites of the present buildings); and (ii) others which, it may be hoped, will be commenced in the coming year; viz.:—

These however being all works, not merely remunerative as are some of the others, but such as will very quickly repay the whole of their cost with, in the case of the Reclamations, a large profit in addition, the Governor is of opinion that there can be no reasonable objection to the provision of the required funds by loan, unless, as is by no means impossible, that course should prove unnecessary.

As regards borrowing funds for works which will benefit future generations as well as the present, especially such works as are of a remunerative character, the Governor believes that if the true position of this Colony were more fully known all reasonable objections against such a policy would be removed, and the interest required would moreover be reduced below the 4 per cent. which is the rate paid in respect of the last Loan. Considering the extremely small indebtedness of Hongkong with reference even to its immediately realisable assets, the Governor is decidedly of opinion that if there were necessity for borrowing a sum many times larger than is at all to be required, there could scarcely be offered more complete security for it.

For though the area of the Colony is small, its Crown lands are of an exceptional value, and a value which is morally certain to increase pari passu with the rapid growth of the population.

Without attaching undue weight to the many recent sales of land at distances of  $1\frac{1}{2}$  to 2 miles from the town of Victoria at prices varying from 20 cents to 40 cents a square foot, or to the recent valuation (believed to be more than justified by existing market prices) of the reclamation about to be undertaken in front of the Praya at (\$7,910,821, or including that in front of the Government property at) \$9,714,777 it may in any case be fairly considered that these figures throw a useful light on the prospect of the future, if the Colony, as there is every reason to suppose it will, should continue to prove an attraction to the people of the neighbouring Empire.

In the absence of calamity impossible to foresee and on the presumption that the Government is wise enough to maintain the present freedom of trade, there can be no moral doubt that the 20,000 acres of unsold land in the Colony (most of which is as suitable, or not more unsuitable for building than was originally that which is now covered with houses) will eventually realise an enormous sum. Indeed at this moment, if the necessity were to arise for changing the present policy of selling without the condition of immediate building, and of thus abandoning to speculators the profit that will otherwise be reaped by the community, there would be little difficulty of obtaining from sales within a few weeks an aggregate sum equal to several times the amount of the annual Revenue of the Colony.

But besides the land, the Colony has a most valuable asset in its two magnificent systems of water works, which unlike similar works elsewhere have been entirely paid for out of income. These could readily be sold for more than their cost viz.: a quarter of a million Sterling, while the rent-charges on land already sold, would, if capitalised, produce about half a million more. When it is further considered that there is an entire absence of import-duty in connection with the trade of a port, which in respect of the tonnage of its shipping is certainly the 4th, if not the 3rd, in the world, there seems no reason why the credit of the Colony should not be at least as high as that of the Corporations and Companies which borrow at  $3\frac{1}{2}$  °/ $_{\circ}$ ; and it is with a view to assist towards that end that the Governor has made this special reference to the subject.

There would, however, be a difficulty about obtaining on the most favourable terms a loan which would be repaid in four or five years, short periods not being at all in favour with investors. Some of the funds might indeed be re-invested, as they were recouped, in a road and tramway round the island at the edge of the water—a work which ought in any case to be commenced at no distant date—but even in that case, the expenditure would with equal quickness be returned from the development which would thereby be hastened of the resources of the island.

For this reason it would probably be advantageous that an arrangement should be made by which the bonds for any Loan that may prove to be required should not be issued to the public, unless the necessity for doing so actually arose, but should be deposited as security for temporary advances. By such a plan, if permitted by Her Majesty's Government, it appears to the Governor that the funds might be obtained at the Bank rate of interest; and it would have this further advantage to set against the possibility of a temporary rise of the Bank rate that it would obviate the necessity of borrowing more than was actually required at the moment. There may, as stated above, be no necessity to borrow at all, as the effective expenditure of the large surplus depends on uncertain conditions, and may not for various reasons prove practicable. In any case, the amount required on Loan cannot be estimated at the present moment.

On the supposition that the highly remunerative works referred to above will be carried out by means of a Loan, it would have been quite possible to provide from the balance of ordinary Revenue and Land-premiums for the commencement, and for a considerable part of the construction, of another important work which must probably be very soon undertaken, viz., a New Gaol of sufficient size for the confinement of all the This work will be a very costly one, the estimate for convicts on the separate system. it being \$420,000, or deducting \$50,000, the sum likely to be realised from such portion of the present site as can be sold, \$370,000. It is, however, one which is absolutely required if the present system is to be maintained under which there are always in confinement and supported at the cost of the Colony, some three or four hundred aliens who have come here to practice their misdeeds from the neighbouring Empire. Governor, indeed, believes that under the very exceptional conditions which present themselves here, there would be very fully justified a change substituting short and sharp punishments, followed by banishment, for long periods of imprisonment; in which case the number of prisoners would be so much reduced as to admit of the exclusive

use of the Separate System in the present Gaol. But if, as is probable in the existing state of public opinion in England, Her Majesty's Government should be unable to sanction such a change, the provision of a new and much larger Gaol, would probably be an inevitable necessity. During the coming year the Governor intends to make strong representations on this subject; and meanwhile more time will be given to watch the effect of the severer discipline recently enforced, which has already much reduced the number of prisoners. And under any circumstances the building could not be undertaken at once without postponing a considerable number of the other proposed Works. For the Governor is advised that there will be much difficulty in obtaining the requisite number of sufficiently skilled native artisans even for the works on the list, and that it would on this account be impossible to provide for them and the new Gaol in addition.

It has been mentioned above that the balance of Ordinary Revenue cannot be estimated with exactness owing to uncertainty as to the issue of certain recommendations which the Governor is about to make to the Secretary of State. The great rise which has taken place in recent years in the cost of living, especially in the matter of rent, demands in the Governor's opinion some consideration for the Government Officers. Those who have been appointed recently, even though as compared with their predecessors they may be required to do more work for emolument which is practically less, have comparatively little cause for complaint. There is however real hardship in the case of those appointed before the rise in question took place, especially those with small Some special relief also seems to be required in the case of officers appointed from England in consequence of the great fall in exchange. For their ability to make provision for the future of themselves and their families has been thereby largely decreased; and it seems right that as regards some proportion of their salaries, the difference between the rate of exchange at the time of the receipt of salary and that which prevailed at the date of their appointment should be made up to them. If this subject should be discussed in Finance Committee the Governor does not doubt that the Secretary of State would give due weight to the views expressed.

Another of the recommendations referred to is, with respect to the cost of the Gap-Rock Light-house. It had been originally intended that this charge should be met by a special tax on the shipping of  $1\frac{1}{2}$  cent per ton; and as the decision of the Government on this point was with the unanimous support of the un-official members of Council, communicated to the Secretary of State and approved by him, the probable return of such a tax, viz., \$45,000 appears in the estimates of Revenue. But since the above decision was arrived at early in the year, the financial prospect has much improved; and as it is a fact clearly recognised by competent opinion, that taxes on trade affect it injuriously to an extent which is by no means measured by the amount of Revenue produced, it appears to the Governor specially desirable to render such an impost as light as practicable in a Colony to which its Commerce is of such paramount importance. For this reason the Governor will recommend to the Secretary of State that the special vote for this Light-house shall be  $\frac{1}{2}$  a cent instead of  $1\frac{1}{2}$  cent per ton. By this means the burthen will be distributed over a longer period; and it is probable that in the course of a year or two the condition of the Revenue may warrant the complete relief from it which at the present moment would be imprudent. Should this proposal be approved by the Council and receive the sanction of the Secretary of State, a sum of \$30,000 will require to be deducted from the total estimate of Revenue; the balance of Revenue over expenditure being also reduced by a like amount.

As regards other remissions of taxation, the abolition of the licence for cargo-boatmen scarcely needs explanation. As the number of licences was unlimited, no advantage was obtained from the tax, and such an impost on mere unskilled labourers could therefore receive a slight justification only from the fact that the licence was useful for Police purposes. But as identification was impossible without photographs, to obtain which in the cases of some 4,000 people has been found impracticable, all reason for the tax completely fails.

The other and more important remission, for which allowance is made in the Estimates, consists of a reduction of one-and-a-half per cent. in the assessed rates—a remission which is over eleven-and-a-half per cent. of the whole of the rates paid in the town of Victoria and of course forms a much larger proportion of the lower rates paid in the country districts. The Governor had hoped to be able to propose a still larger reduction of this tax; but owing to an uncertainty which will probably come to an end in the course of a few months, and which he will then be able to explain, he is unable to do so at present lest he should thereby repeat the mistake of some years ago by taking a step which may shortly have to be retraced. The reduction actually proposed however is a substantial relief, and it is hoped that it may prove practicable to make a further reduction at no very distant date.

The present favourable condition of the finances Another point requires notice. appears to afford a fitting opportunity for drawing attention to the Imperial Institutean object which in the Governor's opinion is well deserving of a contribution from this As Hongkong is almost entirely dependent on Commerce, and has little or no manufacturing or agricultural industry which would derive benefit from a more extended knowledge of its products in England, the objection to taking part in a mere Exhibition is intelligible, and not without force. But the addition to the original project of a plan for a Commercial Museum seems in itself not only to justify, but to render most desirable, some substantial support to the Institution on the part of this Colony. The Governor understands that the excellent Museums of this kind which have been established in Germany have been a very appreciable factor in the remarkable commercial progress which has been made by that country in recent years; and it seems evident that a collection which is kept continually supplied with samples of the goods actually required by, or likely to prove attractive to, the peoples of all countries, cannot but be of great advantage to a community which, relatively to its numbers, possesses a commerce not only not equalled but probably not approached in magnitude by any other in the The Governor is therefore of opinion that without appealing to British sentiment or to Imperial sentiment or indeed to any sentiment at all, the taking of some share in the Institute by this Colony may be advocated on purely "business" grounds; and apart from this consideration he believes that it would hereafter become for various reasons a subject of regret if Hongkong should persist in standing aloof from a Great Institution which has been deemed worthy of the support of all the rest of the Empire.

Though holding these views, the Governor does not feel that he would be justified in giving to them practical effect by placing a vote for the purpose on the Estimates without the unanimous, or almost unanimous, approval of the Legislative Council; and he refers to the subject here in order that it may receive consideration in Finance

Committee.

In conclusion the Governor indulges the hope that whether his opinions as above expressed meet with the concurrence of the Council or not, the Members will at least agree with him that the financial condition and prospects of the Colony, as revealed by the above survey, may be regarded as a subject of very justifiable congratulation.

The Governor has in this message confined himself entirely to questions of finance. He proposes, in another to pass briefly in review the principal events of the year about to close, and also as regards the coming year to mention the various subjects which demand attention, giving at the same time some general indications of the measures which he hopes to be able to submit to the consideration of the Council.

By Command,

FREDERICK STEWART, Colonial Secretary.

Government House, Hongkong, 17th October, 1888.

VOTES REFERRED TO THE FINANCE COMMITTEE.—Read the following Minutes by His Excellency the Governor:—

(1.)

# G. WILLIAM DES VŒUX.

The Governor recommends the Council to vote the sum of Four hundred Dollars as honorarium to the Secretary for his services in connection with the Fever Commission,

the sum of One hundred and Seventy-nine Dollars and Twenty-five Cents to Mr. Cox for his services as shorthand writer.

Government House, Hongkong, 31st August, 1888.

(2.)

#### G. WILLIAM DES VŒUX.

The Governor recommends the Council to vote the sum of Seven thousand Dollars, being portion of the amount (\$20,000) required for the building of a Lunatic Asylum for Chinese. Government House. Hongkong, 31st August. 1888.

(3.)

# G. WILLIAM DES VŒUX.

The Governor recommends the Council to vote the sum of Two thousand Five hundred and Fifty-one Dollars, and Ninety-two Cents, being the cost of a new Submarine telegraph cable, and expenses incurred in laying it between Hongkong and Kaulung.

The old cable, after examination, having been found unrepairable, a new one, of a type

The old cable, after examination, having been found unrepairable, a new one, of a type approximately double the weight of the old cable, has been laid by the Eastern Extension Telegraph Company. A heavy kind of shore-end cable is found necessary to withstand injuries from junk anchors, and the wear from chafing against the rocks in the harbour.

Government House. Hongkong, 28th September. 1888.

(4.)

# G. WILLIAM DES VŒUX.

The Governor recommends the Council to vote the sum of Nine thousand Eight hundred and Fifty Dollars to defray the cost of the extension westward of Lower Richmond Road.

This road, when finished, will enable the adjoining ground on each side to be parcelled out into building allotments for sale.

Government House. Hongkong, 28th September, 1888.

(5.)

# G. WILLIAM DES VŒUX.

The Governor recommends the Council to vote the sum of Thirteen thousand, Five hungraph dred and Twenty-three Dollars, and Twenty-nine Cents for repairs to damages from land-slips,
fall of walls, injuries to culverts. roads, and other damages caused by the rainstorms during
the rainy season of the year.

Government House, Hongkong, 28th September, 1888.

(6.)

#### G. WILLIAM DES VŒUX.

Desp. The Governor recommends the Council to vote the sum of Three hundred and Fifty and Aug. Dollars as a gratuity to the son of the late Mr. D. A. DA COSTA, Senior Marine Officer in the and Cisio. General Post Office, to enable him to complete his education.

Mr. Costa died in May last after 25 years' faithful service, leaving his son, a lad of 14

years, totally unprovided for.

It is proposed to lodge the money in the hands of Trustees, who would see to its proper application.

Government House, Hongkong, 15th September, 1888.

The Colonial Secretary moved that these Votes be referred to the Finance Committee.

The Acting Treasurer seconded.

Question—put and passed.

Votes passed by the Finance Committee.—The Colonial Secretary, by direction of His Excellency the Governor, laid upon the table the Report of the proceedings of the Finance Committee, (No. 25), held on the 28th August last, and moved that the following Votes referred to therein be passed:—

# SUPPLEMENTARY VOTES FOR 1888.

#### ESTABLISHMENTS:

#### Surveyor General.

C.S.O. Salary of Overseer of Works in Hill Districts, at \$40 per month,—7 months,......\$ 280.00

### Sanitary.

C.S.O. Contingencies:—Additional vote for the purchase of Disinfectants, and other expenses connected with Small-pox, and Cholera epidemics,.....\$ 1,000.00

#### Harbour Master.

325.00

# Medical.

SERVICES EXCLUSIVE OF ESTABLISHMENTS.

#### Police.

#### Work's and Buildings.

C.S.O. For the drainage of the Wongnaichung Valley, ......\$13,000.00

The Acting Treasurer seconded. Question—put and passed.

Defences.—Read a Despatch (C. O. Desp. 141) from the Right Honourable the Secretary of State for the Colonies, giving the reasons for the delay in the delivery of the guns for Hongkong.

THE SUPPLEMENTARY APPROPRIATION BILL, 1887.—The Colonial Secretary moved the first reading of this Bill, and laid on the table the Supplementary Estimates for 1887.

The Acting Treasurer seconded.

Question—put and passed.

Bill read a first time.

THE APPROPRIATION BILL, 1889.—The Colonial Secretary moved the first reading of this Bill, and laid on the table the Estimates for 1889.

The Acting Treasurer seconded.

Question—put and passed.

Bill read a first time.

BILL ENTITLED AN ORDINANCE FOR THE NATURALIZATION OF JOHN WONG CHUN otherwise WONG YIU SHANG.—The Attorney General moved the first reading of this Bill.

The Colonial Secretary seconded.

Question—put and passed.

Bill read a first time.

BILL ENTITLED AN ORDINANCE FOR THE NATURALIZATION OF T'AM IU-TS'ÜN otherwise T'AM FUK-SIU.—The Attorney General moved the first reading of this Bill.

The Colonial Secretary seconded.

Question—put and passed.

Bill read a first time.

BILL ENTITLED AN ORDINANCE FOR THE NATURALIZATION OF LI O MI otherwise Li Tai Fung.—The Attorney General moved the first reading of this Bill.

The Colonial Secretary seconded.

Question—put and passed.

Bill read a first time.

BILL ENTITLED THE EUROPEAN DISTRICT RESERVATION ORDINANCE AMENDMENT ORDINANCE, 1888.—The Attorney General moved the first reading of this Bill, and addressed the Council.

The Colonial Secretary seconded.

Question—put and passed.

Bill read a first time.

BILL ENTITLED AN ORDINANCE TO AMEND ORDINANCE 9 of 1876 (GAMBLING).—The Attorney General moved the first reading of this Bill, and addressed the Council.

The Colonial Secretary seconded.

His Excellency addressed the Council.

Question—put and passed.

Bill read a first time.

BILL ENTITLED AN ORDINANCE TO AUTHORIZE IN CERTAIN CASES JUDICIAL INVESTIGATIONS INTO THE CAUSES OF FIRE.—The Attorney General moved the second reading of this Bill:

The Colonial Secretary seconded.

Question—put and passed.

Bill read a second time.

The Council then went into Committee on the Bill.

Progress reported.

Adjournment.—The Council then adjourned to Monday, the 22nd instant, at 4 P.M.

G. WILLIAM DES VŒUX, Governor.

Read and confirmed, this 22nd day of October, 1888.

ARATHOON SETH, Clerk of Councils.