

REPORT
OF
THE EXECUTIVE OF
THE GENERAL LABOUR COMMITTEE,
BRITISH MALAYA,
ON
INDIAN LABOUR AND LABOURERS.

KUALA LUMPUR

1926

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KUALA LUMPUR

1920

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REPORT.

1 The formation of the General Labour Committee was due to a suggestion, made to the Planters' Association of Malaya by the Indian Immigration Committee, that a Committee be appointed to discuss questions concerning labour, labourers and recruiting, and to make such recommendations for procuring a sufficiency of labour from India or other countries as it may deem advisable. Preliminary.

2 At the Annual General Meeting of the Planters' Association of Malaya held on April 28th, 1920, the following resolution was passed:—

“That a Committee consisting of five members of the Planters' Association of Malaya be appointed to consider and advise upon labour matters within the Peninsula.

That such Committee be styled 'The Organising Committee' and be empowered to co-opt all Chairmen of Constituent Associations and such other individuals, including representatives of Agency firms, Heads of Government Departments employing labour on a large scale, as they think fit.

The larger Committee thus constituted to be styled 'The General Committee.'”

3 The Organising Committee elected in accordance with the above resolution consists of the Hon. Mr. Wm. Duncan, Messrs. J. W. Kennedy (Chairman, Planters' Association of Malaya), J. Bruce (Vice-Chairman, Planters' Association of Malaya), A. B. Milne and Thos. H. Menzies. Organising Committee.

4 The General Committee consists of:—

General Committee.

The Members of the Executive Committee,

The Chairman of:—

Batu Tiga District Planters' Association (Mr. T. J. Cumming)

Johore Planters' Association (Mr. C. Bradbery)

Kajang District Planters' Association (Major C. Burn-Murdoch)

Kapar District Planters' Association (Mr. H. Case)

Kelantan District Planters' Association (Mr. James W. Agar)

Klang District Planters' Association (Mr. James French)

Kuala Langat District Planters' Association (Capt. H. L. Carter)

Kuala Lumpur District Planters' Association (Mr. H. Armstrong)

Lower Perak District Planters' Association (Mr. W. R. C. Gray)

Taiping Planters' Association (Mr. C. H. Jenkins)

Ulu Selangor District Planters' Association, (Mr. M. J. Kennaway)

Batang Padang District Planters' Association (Mr. C. B. Graburn)

Bahau-Kuala Pilah District Planters' Association

Negri Sembilan Planters' Association (Mr. R. Gooch)

Central Pahang Planters' Association (Viscount R. de Bondy)

Kuala Selangor District Planters' Association (Major A. B. Slee)

Malay Peninsula Agricultural Association (The Hon: Mr. Wm. Duncan)

Mr. J. Wilson, representing Kedah Planters' Association

Mr. E. L. D. Evans, representing Central Perak Planters' Association

Mr. C. F. Green, Kinta Sanitary Board, Ipoh.

The President, F. M. S. Chamber of Mines, Ipoh

Mr. C. D. Mathewson, Messrs. Harrisons & Crosfield Ltd., K. Lumpur

Mr. C. L. Chapman, Messrs. Whittall & Co., Klang

Mr. C. B. Towill, Messrs. Guthrie & Co., Ltd., Kuala Lumpur

Mr. C. R. Thurstan, Messrs. Cumberbatch & Co., Ltd., Kuala Lumpur

” F. H. Temperley, Messrs. Paterson Simons & Co. Ltd.

” A.K.E. Hampshire, Messrs. Boustead Hampshire & Co., Ltd., K. L.

” D. M. Montgomerie, Messrs. Barlow & Co., Kuala Lumpur

” J. L. Lonie, Messrs. Boustead & Co., Penang

” H. E. Prentis, Messrs. Sandilands, Buttery & Co., Singapore

” T. F. Anderson-Pole, Messrs. Sime Darby & Co. Ltd., Malacca

” G. Dickson, Messrs. J. A. Russell & Co., Kuala Lumpur

The Hon: Mr. R. J. Addie, Chairman, Singapore Chamber of Commerce

The President, F.M.S. Chamber of Commerce
 The Chairman, Rubber Producers' Association of Malaya
 Mr. C. Ritchie, Siliu
 „ R. S. Chantler, Kedah
 „ A. L. Buyers, Muar
 „ J. M. Sime, Singapore.

- 5** The following were appointed the Executive Committee:— Executi
Committ
- The Members of the Organising Committee ;
 The Hon'bles Mr. H. P. Clodd, Mr. W. N. Gawler, Mr. E. E. Smith ;
 Messrs. W. H. Hughes, James French, D. A. Ross ;
 C. B. Towill, Frank E. Mair, J. S. Ferguson ;
 R. Gooch, W. G. Templer, G. D. F. Sinclair ;
 Mr. E. H. King-Harman, the Viscount R. de Bondy ;
 Major A. B. Slee, Mr. Choo Kia Peng, with
 Mr. C. Ward-Jackson as Secretary.
- 6** Invitations to become members of the General Committee were sent to the following Government Officials:— Position
Govern
Officers.
- The Controller of Labour, S. S. & F. M. S.,
 The General Manager, Federated Malay States Railways,
 The Director of Public Works, F. M. S.,
 The Director of Agriculture, F. M. S. & S. S.,
 The Chairman of the Sanitary Board, Kuala Lumpur,
 The Chairman of the Harbour Board, Penang.
- The Committee were informed that Government did not consider it desirable that their Officers should become members of the Committee ; but that there was no objection to their attending before the Committee and assisting with advice and information in consistence with the general policy of Government on the matters under discussion.
- The Committee acknowledge the friendly co-operation and sympathetic attitude of the Heads of Government Departments.
- 7** The General Committee held its first meeting on May 31st, 1920, the official Report of which has been circulated to members and others. Meeting
- 8** The Executive Committee held three meetings, viz., on July 7th, July 21st and on August 11th, 1920. At the last meeting, this Report was adopted.
- 9** The Executive Committee desire to record their high appreciation of the valuable information, assistance and advice so readily placed at their disposal by the Hon: Mr. Oliver Marks, Acting Controller of Labour, S. S. & F. M. S. Apprec
tion of
Control
of Labo
help.
- 10** The Report has reference to Indian labour and labourers only. Scope c
Report.
- 11** The Committee consider figures showing the actual earnings and spendings of nine different families of estate labourers of average earning capacity, the basis of whose pay was 40 cents a day, approximately. The instances were not selected with a view to proving anything ; but were taken at random. Standar
of livin
in Mala

The figures show that the total spendings exceed the total earnings of the labourers concerned ; and that if the market or cost price of rice had been charged instead of rice being issued at, roughly, 40 cents a gantang, the rice bill each month would have been \$4.95 a head instead of \$1.50, and that at the present prices of other commodities, the amount available to be spent on general goods was not enough for a labourer to live upon at a reasonably decent standard.

It would appear to the Committee that a small percentage of male Indian labourers spend as much as 30 *per cent.* of their earnings on toddy ; and while they see no reason to advocate that the labourer should be deprived of this luxury, they consider that employers should, in the interests of their labourers and themselves, take such action as they think advisable to eliminate the abuse of the custom of toddy drinking. This might be done by limiting the quantity to be sold to any one labourer to one quart a day, or by the fixing of a maximum quantity to be sold in a day.

Standard of living and wages are interdependent and practically inseparable. In judging of any real standard of living amongst Indian labourers in Malaya, consideration must be given not only to the actual food, or bodily comfort of the labourer, but also to the question of savings. The inducement to a labourer to emigrate to this country does not lie solely in his ability to obtain more and better food; but also in the possibility of his being able, during his two to three years average stay in this country, to remit small amounts of money to relations and dependents in India, and even to take back a certain amount of savings. A comparison of such a standard of living in Malaya in 1919-1920 with that in 1913-1914 would seem to show that while, with perhaps few exceptions, the Indian labourer's wages have remained practically stationary, his expenditure (exclusive of rice) has gradually increased, with the result that though he may enjoy the same standard of comfort as regards actual food, other items in his general standard, *e.g.*, clothes, savings, ornaments for his wife, have been cut down. It may be stated that following on the war the wages of labour, on which the standard of living may be said to depend, have been considerably raised in India; but as regards Indian labour in Malaya the change in the standard of living and wages has been relatively very small during the past 5 years, and that to render this country more attractive to the Indian immigrant, immediate action on this point seems urgently called for.

It has been stated before the Committee that under existing conditions the labourer is well off in Malaya, and that, therefore, there is no necessity for offering him greater inducements to emigrate to this country. The Committee would point out that it is well for the good repute of employers in Malaya that the rate of wages paid on estates appears to be sufficient to keep labourers in health and strength; but the Committee take the view that while the average labourer and his family make enough to enable them to feed and clothe themselves quite as well, if not better, than in India, they ordinarily are not able now to accumulate appreciable sums as savings.

Employers of labour should, in the Committee's view, make conditions so attractive to the Indian labourer and offer such inducements to him that he will consider it to be worth his while and will prefer to emigrate to Malaya rather than to stay in his own country or seek employment in other countries.

It is important to bear in mind that Malaya won its reputation in the Madras Presidency by offering higher wages and better conditions of employment than its competitors, and that the labourer, who is the principal person concerned, does not now regard Malaya as his El Dorado—a place where wealth is easily to be made.

- 12 Having regard to the foregoing, the Committee record their opinion that the standard of living among Indian labourers has not increased in Malaya as it has in other countries, and they are of opinion that the standard of living is too low. Standard of living too low.
- 13 It was suggested to the Committee that rice should be issued free of charge to labourers. Free rice.

The following reasons against issuing free rice are adduced:—

- (a) Free rice would benefit the man who does not work equally with the man who works.
- (b) The cost to employers would be too great at present prices.
- (c) The gift would not be sufficiently appreciated by the recipients.
- (d) As there is great necessity for the exercise of economy in the use of rice now and in the future, the issue of free rice would conduce to lack of economy and to waste.

The Committee conclude therefore that it is not desirable to issue free rice to estate labourers.

- 14 It is pointed out that in considering wages, or remuneration in kind, it is necessary to endeavour to determine the approximate price at which rice will be sold when normal conditions prevail. Rice.

It appears possible to deduce from the information supplied to the Committee that the cost price of a gantang of rice may be 50 cents, approximately, when conditions become normal.

The Committee recommend that the system of supplying rice to labourers on estates at less than cost price should be continued, as the present price of rice is too high to make it a feasible proposition, even if it were desirable, to increase wages to cover it. They further point out that the price of rice is artificial and not permanent, and that it would therefore be economically unsound to introduce a permanent measure, such as raising wages, to meet a temporary difficulty.

By a majority, the Committee recommend that rice be supplied to estate labourers at 50 cents a gantang.

The Committee consider that the recent increase in the cost of rice from \$1/- to \$1/26 a gantang made by the Government has had the effect of causing a rise in the price of all other articles of food to an extent even greater than the rise in the price of rice itself. And while they realise that the burden of the rice increase falls almost wholly on employers of estate labour, they are of opinion that not only estate labourers but also all other wage earners suffer in respect of the prices charged for other foodstuffs, articles of clothing, etc. Moreover, the general increase in living costs following upon the enhanced price of rice has caused a general demand for higher wages. The Committee therefore think it would be well for the country generally if the price of rice were immediately reduced to \$1 a gantang.

- 15 The Committee consider questions relating to the inferior quality and bad condition of many consignments of rice supplied by the Government Distributing Agencies, and they do not see any valid reasons why the Government should not issue to large consumers several months' supply.

Rice:
inferior
quality of

The Committee therefore record their opinion that the Governments of the Federated Malay States and Straits Settlements should consider the question of distributing larger stocks of rice to large consumers with a view to saving storage thus avoiding depreciation in quality.

- 16 The Committee are aware that the position regarding exchange has changed greatly in favour of the Straits during the last few months, and while there is a possibility of the respective values of the Dollar and the Rupee becoming nearly constant at 2/4d. and 2s., they take the view that the value of the Rupee will fluctuate with the price of silver.

Compensa-
tion for
adverse
exchange

The Committee note:—

- (a) That it is doubtful whether the exchange concessions in force have had the effects hoped for and desired.
- (b) That many estate labourers do not understand what compensation for adverse exchange means and how it affects them; and that in consequence it does not seem generally to have been appreciated and been taken advantage of.
- + (c) That owing to the enhanced cost of living few labourers have savings to remit to India.
- (d) That nevertheless owing to the increased competition for Indian labour from other countries, it is both necessary and advisable to offer inducements such as exchange compensation to attract labourers to Malaya.
- (e) That whereas formerly an Indian labourer in Malaya was able to obtain Rs. 1-12-0 for every dollar he saved or remitted, he is able now to get only a little more than one rupee.

The Committee are aware that a section of employers feel that there is no justification for the continuance of exchange concessions. They feel, however, that it might be regarded as a grave breach of faith if the concessions recommended by the Planters' Association of Malaya, the Malacca Planters' Association, the Rubber Growers' Association and other Planting Associations, and largely advertised both here and in India, were withdrawn; and they recommend that estate labourers be permitted to make *bona fide* remittances to India at a preferential rate of exchange.

The Committee are not in favour of leaving so important a matter to the discretion of individuals, and they consider that the concession rate should be fixed, and that uniform decisions should be arrived at as to what percentage of wages, whether of total earnings or balance pay or a certain amount *per mensem*, labourers be allowed to remit to India at the preferential rate.

The Committee take the view that the remittances to India made by labourers in Malaya and the savings, whether in actual cash or in jewellery ("the Indian's substitute for a bank balance"), taken back to India by returned labourers, are most important factors in the matter of popularising this country among prospective labourers. In this connection it is interesting to note the following excerpt from the 1919 "Report on Emigration to British and Foreign Colonies from India" by Lt.-Col. E.A.W. Hall, I.M.S., Protector of Emigrants, Calcutta :—

"The disappearance of the savings which hitherto he (the Indian emigrant) has brought back with him upon his return should be more than counter-balanced by the value of his work in his own country, where all the labour available is needed for the development of Indian agriculture and industry."

The Committee are in favour of the preferential rate being Rs. 175 for \$100/-, and they recommend :—

- (a) That the maximum amount labourers be allowed to remit at this preferential rate of exchange be \$3/- each *per mensem*.
- (b) That each labourer's savings may be remitted to India when the sum of not less than \$10/- shall have accumulated.

It will be necessary for employers to open a deposit account (a deferred pay account would be illegal), for labourers, and generally to supervise strictly the working of any exchange compensation scheme in order to frustrate attempted abuse and to prevent *mala fide* remittances.

The Committee consider that it would be a great convenience if the Post Offices of the Straits Settlements and Federated Malay States would issue to employers of labour special forms for labourers' remittances, and would agree to accept cheques for the total amount of such remittances. The Committee point out that at present remitters have often to journey long distances to local Post Offices, accompanied by a watchman or clerk, a procedure which involves loss of valuable time.

The Committee invite the attention of employers to the fact that estate labourers of the type which emigrate to Malaya generally belong to the most illiterate and uneducated class. They cannot calculate even simple additions. The result is, that many with whom they deal fleece them right and left. Under the present methods of exploitation as practised by shop-keepers who charge exorbitant prices for inferior goods; the professional money-lender who trades upon the ignorance of his victims by lending money at unconscionable and usurious rates of interest, and the money-changers who make large profits out of returning emigrants by issuing rupees in exchange for dollars at rates highly profitable to themselves, it is not surprising that comparatively small sums are remitted to India or taken back to the labourers' villages by the returned emigrant.

Having regard to the preceding paragraph, the Committee urge employers of labour generally, and managers of estates in particular, to devise means to safeguard the interests of their labourers, and to afford them all the protection in their power from those who would impose upon and defraud them.

- 17** The Committee are of opinion that if bonuses were offered, immigrant labourers would thereby have a strong inducement to remain on the estates which recruited them and be disposed regularly to engage in steady work.

Bonuses for service.

The Committee therefore recommend that bonuses for service be given to estate labourers on the following scale :—

- (a) A sum of \$12/- to each labourer who shall have performed one year's continuous service in the employment of one company.
- (b) A further sum of \$18/- to such labourer on completion of a second year's continuous service.
- (c) A further sum of \$24/- to such labourer on completion of each successive year's continuous service.

They further recommend that such bonuses be retrospective from January 1st, 1920, and that they be paid in full on completion of each year's service.

18 Having regard to the quantity theory of money, the Committee take the view that increase of money necessarily depreciates the purchasing value of the labourer's wages. Money.

19 Wages, like other things, may be regulated either by competition, or by custom; but they depend mainly upon demand and supply of labour. Wages.

The Committee consider the following points:—

- (1) The amount paid daily in wages in the Madras Presidency to agricultural labourers of the type which emigrate to Malaya.
- (2) The average cost of living *per mensem* of such labourers:—
 - (a) Single man.
 - (b) Childless married couple.
- (3) The probable margin of savings of such labourers.
- (4) The exact price of rice paid by such labourers for the measure equivalent to a gantang.

So far as the Committee have been able to ascertain from a mass of information obtained from numerous sources, the average daily wage paid to male agricultural labourers in the Madras Presidency is between 7 and 8 annas; but in certain districts, *e.g.*, Coimbatore and the Nilgiris, as much as 10 to 12 annas for men and 6 to 8 for women, are reported to be paid.

It is interesting to note the following, which is culled from the "Monthly Review," (March-April, 1920) of the Ceylon Labour Commission:—

"Wages in India, it is estimated by those competent to judge, have risen to 300 per cent over the pre war scale where the manual worker is concerned."

It was suggested to the Committee that estates should discontinue the practice of supplying rice to their labourers at less than cost price; that compensation in remitting to India for adverse exchange be abolished, and that the value of these concessions be incorporated with an increase of pay, adding thereto such a sum as would be considered adequate to compensate for the enhanced cost of living in other respects.

The Committee are opposed to the straight increase of wages referred to in the preceding paragraph.

It may be argued that with a general fall in prices, which some anticipate in the near future, the existing rates of pay would suffice for an improved or higher standard of living, including savings. The Committee do not take this view, but consider it is incumbent upon them, having regard to their finding that the standard of living among labourers in Malaya is too low as compared with other countries, to make a Recommendation with regard to wages, in addition to the rice and exchange-concessions, and bonuses for service recommended herein.

The Committee consider the suggestion that the basis of an estate labourer's daily pay should be the equivalent of the cost, in normal times, of a gantang of rice.

By a majority, the Committee are of opinion that it is necessary to increase the minimum daily rates of pay to estate labourers, and that such minimum daily rates be as follows:—

- (a) For a male labourer, 50 cents *per diem*.
- (b) For a female labourer, 40 cents *per diem*.

These rates are to apply to able-bodied adult labourers who perform a full day's work.

The Committee believe that it is very desirable to increase as far as possible the proportion of the sexes on estates, and to that end they have recommended that a difference of only 10 cents *per diem* in pay should be made between male and female labourers.

The Committee are of opinion that it would be inadvisable to recommend or to attempt to fix a maximum wage for the whole of labour, as the relative values of labourers have not been ascertained, or are not ascertainable.

The Committee realise that a few healthy and fortunately situated districts which are popular with labourers who are satisfied with their present pay and which have a sufficiency of labour, will not welcome the Committee's Recommendations in Section 19 paragraph 9 hereof.

The Committee do not deem it advisable to recommend different minimum rates for different districts. They consider that uniform minimum rates of pay should obtain throughout Malaya, and that unity of action on the part of employers is necessary in dealing with the labour question as a whole and in stimulating the recruitment of a sufficiency of labour.

The Committee understand that on many estates a sliding-scale of pay is in force e.g., if a labourer works 26 days in a month he is paid 5 or 10 cents *per diem* more than the usual rate of pay. The Committee see no objection to estates continuing or adopting this system, or any method of payment based upon results.

Further to the wages actually paid to labourers, the reduction in the price of rice, together with other concessions, constitute a further remuneration.

The following figures, taking the minimum wage at 50 cents a day, are submitted as representing the total cost (in cash and kind) to an employer of one male labourer:—

	\$	cts.
Wages, say, 26 days at 50 cents equals <i>per mensem</i>	13	00
Loss on 5 gantangs of rice at, say, \$1/32 a gantang (cost \$6/60, less price issued to labourers \$2/50) equals loss to employer <i>per mensem</i>	4	10
Loss on preferential remittance of \$3/- <i>per mensem</i> at exchange of, say, Rupees \$118/- for \$100/- equals.....	1	90
Bonus of \$12/- <i>per annum</i> equals <i>per mensem</i>	1	00
Total ...	\$ 20	00

which is equal to 77 cents *per diem*, approximately. In addition, other expenses connected with the importation, housing, sanitation, medical care, etc., of a labourer are estimated to amount to 10 to 12 cents a day. If the Recommendations of the Committee are carried out, the all-in cost to an employer of one labourer would thus amount to 87—89 cents *per diem*.

- 20 The Committee invite the attention of employers to the provisions of Section 99 (ii) of the Labour Code in the matter of overtime work, for which a labourer is entitled to be paid extra at the rate of not less than one-eighteenth part of his ordinary daily wages for each half-hour of such work. Overtime work.
- 21 The Committee believe that the fundamental cause of crimping and the prevalence of local recruiting, is a lack of sufficient labour, and that the radical remedy is the procurement of sufficient labour. Local recruiting.

So long as available labour is less than requirements, so long will one employer outbid another to attract what he needs. This may be done quite in accordance with the law by simply offering better terms. It may, and will, be done in other ways. But, however done, it will be bad for employers, bad for the labourers and bad for the country. How can it be checked, minimised or eliminated? The existing law, which makes it compulsory for an employer to register locally engaged labourers, does not appear to have much retarding effect on local recruiting. It has been suggested that the registration fee should be \$10/- instead of \$1/-; but it is questionable if that would improve matters much. It might be possible to maintain the present, or other higher rate of assessment, and to grant a recruiting rebate of \$20 instead of \$10.

- 28** Under Section 161 (ii) (a) of the Labour Code, the Indian Immigration Committee, by Notification No. 3325, December 20th 1920, made *inter alia* the following rule :—

Recruiting licences.

“Every kangani licence shall show the amount of commission payable for each labourer recruited and the wages payable to labourers to be recruited and shall stipulate that nothing shall be recovered from any labourer for expenses incurred on his behalf or advance made to him previous to his arrival at the place of employment.”

The Committee consider it would be advisable for employers to endorse all kangany recruiting licences so as to show exactly what exchange and rice concessions are offered, together with any other conditions favourable to labourers prevailing on the estates for which the kangany is recruiting.

Appendix D consists of extracts from a Memorandum by the Assistant Controller of Labour, Penang, regarding recruiting licences.

- 29** Sanitary regulations which affect the labourer might be made less irksome than at present without danger arising; but the Committee would not like to see the rules relating to sanitation on places of employment relaxed to an extent that might lead to outbreaks of preventable diseases.
- Sanitation.
- 30** The Committee consider that detached houses for families would be appreciated, and might be made a reward for long or good service.
- Housing.
- 31** A plot of land 33 feet by 66 feet (or one-twentieth of an acre), should be ample to provide one family with a sufficiency of vegetables. An acre of mature rubber, if good, has a value of, say, \$1,500. At 10% return, it is worth \$150 annually to the owner. If the trees were cut out and the land given over to the labourers for food growing, it would mean, from the purely financial point of view, a loss to an estate of \$7.50 *per annum* for each of 20 families, which would not be a heavy contribution towards the satisfying of a labour force.
- Food growing.
- 32** Stock raising and grazing facilities for cattle, goats and sheep, present more difficulties, and might not be possible on every estate; but common grazing enclosures or pasturage grounds might be made available for groups of estates with the aid of the Government.
- Stock raising and grazing facilities
- 33** So far as the Committee are aware, the Indian labourer does not evince much disposition to settle in the country as a cultivator on his own account. The Committee however believe that there is plenty of land in the Peninsula which could be given out to Indians on easy terms; but inducements for them to settle on the land are not great. A permanent cultivation such as coconuts, oil palms or rubber would not be suitable unless land were available near to where they could work and earn wages, and such conditions are uncommon. Other forms of cultivation have not been proved to be remunerative in normal time, and the only likely possibility of inducing Indians to take up land would be for Government to nominate certain land products which are in demand and likely to grow well, set aside suitable areas, where available, for their production; subsidise them for a time in some way or other; lend money to *bona fide* settlers for specific works or purchase of stock, etc., at say 6 *per cent.* and advertise the scheme widely in India. Benefits under any such scheme might be given as a reward to worthy labourers.
- Settlement on land.
- The Committee believe that a colonization scheme would be for the general benefit of Malaya and would in time open up a new source of supply of labour.
- 34** The Committee consider that estates which are to undertake new building programmes should bear in mind the Controller of Labour's recommendations in the matter of establishing estate villages.
- Estate vil-
lages.
- 35** The Committee recommend the establishment of schools on all estates with a population of 20 or more children. The school should be the property of the estate and be managed by the manager of the estate. Attendance should be free and compulsory for children; but adults might in certain cases be permitted to attend on payment of a small fee. Schools will have to be open at all times to
- Estate schools.

the Inspector of Schools; and the Committee are informed that grants under the Education Code would be earned by a reasonably efficient estate school sufficient to meet the greater part of the running expenses.

The type of building recommended is a school-house with teacher's quarters attached, but provided the accommodation is sufficient, and the building clean and rain-proof, there are no express stipulations as to material, cost, etc.

Particulars of the conditions to be complied with to earn a Government Grant-in-Aid, together with other instructions, may be obtained on application to the Director of Education, S.S. and F.M.S.

The Committee are aware that parents are usually more anxious that their children should earn money or do household work or run errands than that they should attend school. Some employers also prefer to have their labourers' children work; but the Committee are of opinion that no child should be permitted to work for more than four hours a day at most, and they recommend that small monetary prizes should be awarded to pupils who attend school regularly and make satisfactory progress.

- 36** The Committee cannot emphasise too strongly the adverse effect on recruiting which is created by labourers returning to India as paupers or in a state of decrepitude. Many employers repatriate sick and decrepit labourers, who with reasonable care and attention might recover, direct, or through shipping Agents who merely see that such are put on board Coast going steamers.

Repatriation
of sick and
decrepit
Indians.

The Committee suggest that employers who can conveniently do so should make greater use for sick labourers of the Indian Immigration Fund's Home for Decrepit Indians at Kuala Lumpur, particulars of which are given in Appendix E hereof. Further, the Committee recommend that the Government establish similar Homes in other parts of the Peninsula.

The Committee earnestly urge employers to repatriate destitute and decrepit labourers only through the Labour Office, the Officers of which see that such labourers are assisted the whole way back to their home villages.

- 37** It is understood that legislation is shortly to be introduced to provide for the responsibility of employers in relation to the care of labourers' dependents, the chief result of which will be to grant powers to check cases of neglect which humanity and self-interest alike demand should not exist. As some considerable time must elapse before the Labour Code can be amended, the Committee appeal to employers to do all in their power in the meantime to provide for the dependents of labourers, who usually consist of old men and women who are unable to work and very young children.

Care of
labourers'
dependents.

- 38** Employers are reminded that sanction has been granted for the treatment of maternity cases of the families of labourers free of cost where accommodation is available in district and general hospitals in the Federated Malay States; but as accommodation in such hospitals is limited, efforts should be made to reduce as much as possible the period of stay in the hospital of pregnant women prior to confinement. With this end in view, it has been suggested that pregnant women should be examined by estate Medical Officers and not by lay men who cannot be expected to know how far a pregnancy is advanced, and that cases should be sent to hospital just a few days before confinement is expected.

Care of
pregnant
women and
of mothers.

The Committee consider that every care should be bestowed upon mothers of newly born children, and they recommend that employers supply every female labourer resident upon their places of employment and giving birth to a child, with sufficient food for one month after the birth of such child, and to take care that the female labourer be not required to engage in work for one month unless the Medical Officer shall report sooner that she is fit for work.

- 39** In practice it has been found that reasonable care and nourishment of all children under the age of 3 years have been attended with great success; and the Committee consider that any expenditure under this head will inevitably be more than compensated for by the contentment and efficiency of the labour force.

Care of
infants.

- 40 Marriages contracted in Malaya amongst Indian labourers are not registered in any way, and in many instances are regarded as irregular. This frequently leads to disputes, and the Controller of Labour reports that it is not uncommon for husbands to complain that their wives have gone away with some other man, and for the wife when sent for, to tear off her "thali," or marriage thread, and swear that she was never the wife but merely the "kept" woman of the complainant, and there being no proper evidence of the marriage nothing can be done in such cases. The Committee suggest that when a marriage has been contracted according to Hindu custom by labourers on an estate, the manager should fill in an official form (to be prescribed by the Controller of Labour) with the necessary particulars about the contracting parties, and have it duly attested. The Controller of Labour, on receipt of such form, might issue, in duplicate, a Certificate stating the fact of such marriage. One copy could be handed to the parties and the other filed with the estate records for reference. Such Certificates could in any Court of law be regarded as evidence of marriages, while the counterfoils in the Labour Office would be lasting records of marriages. Similarly, in regard to divorce, and adoption of children. Marriage, etc., of labourers.
- 41 The Committee believe that too little is known of the customs, religions, Castes, and prejudices of Indians, and that our knowledge would be improved by the appointment of an Agent, to be styled "the Indian Agent" or "Indian Political Agent", a Class II (or higher class) Civil Servant, who would reside in India and whose sole duties would be to study India and Indians for the benefit of employers of Indian labour in Malaya. Customs Castes & prejudices of Indians.
- As an instance of the lack of the knowledge referred to in the preceding paragraph, it is pointed out that estate temples for Indians (which are usually not so elaborate or well built as in India) are often erected by Chinese contractors and that in consequence such temples are not appreciated nor have they the same value in the labourers' eyes that they would if they had been constructed after consultation with and upon lines agreed to by the labourers themselves. Decisions relating to such and similar matters might, with advantage, be referred to a Committee (*punjayat*) of kanganies and others appointed by the labourers themselves.
- The Committee recommend that every encouragement be given to labourers in the exercise of any of their customary ceremonial rites.
- 42 The Committee endorse the Controller of Labour's views that "Propaganda (in India) will have to be by our own good deeds, and by letting the labourers themselves go back to India with a good account of things," and do not think it is advisable to engage in propaganda other than the advertisements, descriptive of the conditions of labour in Malaya, which are maintained in four Vernacular newspapers by the Straits Emigration Agent in India. Propaganda in India.
- 43 The Committee commend to employers the valuable suggestion made by the Controller of Labour that every estate should employ one or more men whose sole duty would be to write letters for the labourers employed on that estate. The estate should provide all the necessary writing materials, such as note-paper with the name and address of the estate printed in English and in the Vernacular and pay all postages, and should have printed for enclosing with such letters handbills, leaflets or small pamphlets in Tamil (or other Indian language) with particulars about the estate. Such literature might, with advantage, be illustrated with pictures of estate building such as the lines, temple, shop, etc., and group photographs of labourers. Estate letter writers.
- The Committee consider that labourers should be encouraged to write letters to their relatives in India, as complaints are frequently made in villages that no letters are received from labourers once they go to Malaya. *Vide* Appendix C, last sentence of paragraph 8.
- 44 The Committee strongly support the Controller of Labour in his remarks as to the desirability of European managers and assistants acquiring an adequate knowledge of the languages of Indian labourers so as to enable them to converse freely, deal with and arbitrate, without intermediaries, in the differences which frequently arise between such labourers, their kanganies and others; and they accept his assurance "that most of the complaints received by the Labour Department arise solely from misunderstandings which would not have been possible had the manager and the coolie been able to understand one another." Knowledge of labourers' languages.

- 45 The Committee recommend that Agency Houses should give explicit instructions to members of their estates staffs that they are required to make themselves thoroughly proficient in one or more Indian languages; and while they recognise that a proper knowledge of the language of labourers is an essential qualification of planters, and that failure to acquire this qualification within reasonable time constitutes grounds for considering whether a planter is competent to continue in his appointment, they recommend that every opportunity, facility and encouragement be given to European managers and assistants to learn the languages of their labourers. They are of opinion that in the case of young men, substantial bonuses should be offered by employers for proficiency during, say, the first two years of their employment in Malaya. In the cases of managers and senior assistants, the knowledge of at least one Indian language should be a necessary qualification for positions involving the control and care of an Indian labour force; and the Committee suggest that men so qualified should be given preference by Directors, Secretaries and Agents of estates, who are recommended to take advantage of the Languages Examinations Scheme of the Incorporated Society of Planters which has the approbation of the Controller of Labour and of the Committee. Particulars of the Scheme appear in Appendix F hereof.
- 46 The Committee are of opinion that the Office of Controller of Labour, S.S. & F.M.S., should be made second only to that of the Chief Secretary to Government, because the prosperity and progress of Malaya in respect of the rubber, tin and other industries are dependent entirely upon an adequate supply of labour.
- 47 The Committee, being desirous of submitting their Report with the least possible delay, had less time than they should have liked for the collection of information bearing on some of the subjects under review.

Incorporated Society of Planters' Languages Examinations Scheme.

Appointment of Controller of Labour.

Miscellaneous.

In particular, they found some difficulty in arriving at conclusions in respect of the conditions obtaining in India itself with regard to the class of labourers which might be expected to emigrate to Malaya for their own betterment.

The information before the Committee serves to show :—

- (1) That until recently steady employment in India was not available for such labourers; that there were recurring seasons when work was almost unobtainable at even low wages, and that during such seasons labourers were attracted to Malaya in large numbers.
- (2) That wages generally have risen in India during the past 2 years, and that, while the average wages earned there are still considerably less than can be earned here, the difference is becoming less marked, and the trend of remuneration in India being still upward, the attractions which this country at one time offered are becoming less year by year.
- (3) That conditions in India are rapidly changing. New industries and enterprises are springing up almost daily, creating a demand for labour hitherto unprecedented, and as a consequence, labourers are being enabled to earn much higher wages than formerly. It follows, therefore, that if we are to place ourselves in a position to induce labourers to come to Malaya, we must in turn offer better terms than in the past.

The Committee realise that in certain districts in Malaya, sufficient Indian labourers can be procured and maintained on rates of wages much below those which are recommended herein. They are also aware that much higher rates are paid in some districts. These facts merely serve to demonstrate the diversity of conditions obtaining; and the Committee strongly urge that no employer should offer such terms to labourers engaged locally as would be likely to attract or entice labourers who have been brought into the country by other employers. The Committee, while they consider wages an important factor in attracting labourers from India, do not suggest that wage increase will in itself ensure a plentiful supply; and in closing this Report would again urge upon all employers the absolute necessity both for individual and collective effort in attracting labourers by the methods suggested herein.

APPENDIX D.

RECRUITING LICENCES.

"I do not normally register licences of men who have been less than three months on an estate, unless there is some special reason for doing so, and I should be glad if you would let employers understand this. The reasons and necessity for this are obvious. (a) It is essential that an employer should be well acquainted with the character and reliability of the men he is sending to recruit, for only the best men must be selected. He cannot know his man under three months' trial. (b) It is equally important that the man have a definite interest in the estate and a strong connection with it. He must be thoroughly conversant with all conditions on the estate so that he can advertise it in India. He cannot do this under three months. Kanganies arrive here who hardly know the name of the estate they are recruiting for—neither Tamil nor English name. (c) A man who has only been on the estate a month or so may very possibly have absconded from his previous estate (my enquiries have frequently elicited this fact) and he is quite likely to do it again—this time taking with him the coolies he has recruited. Even if he has a discharge ticket from one estate, that is no recommendation for his being employed immediately as a recruiter on another. He should be given time to get a definite interest in and connection with the estate before being given the important work of recruiting and I regard three months as the minimum of time necessary for this. The offenders are usually new estates who do not know much about recruiting and I should be glad if you would let employers understand the necessity of this rule as opportunity occurs."

R. BOYD,

Asst. Controller of Labour,

Penang.

April 9th, 1920.

APPENDIX E.

**RULES FOR THE MAINTENANCE OF THE HOME FOR
DECREPIT INDIANS, KUALA LUMPUR.**

- 1** The Home is intended to be a free asylum for Indian labourers who by reason of age or other physical disability are unable to earn their own living.
- 2** The Home is to be managed by a Superintendent, nominated by the Indian Immigration Committee, subject to the approval of the Chief Secretary.
- 3** A roster of visitors will be nominated annually by the Indian Immigration Committee, and it will be the duty of two of the visitors on the roster to visit the Home on at least two occasions during each month of the year.
- 4** All applications for admission to the Home must be made in writing to the Superintendent, and must be accompanied by a full report on the case by a registered medical practitioner, certifying that the person for whom admission is requested is decrepit. The full name and address of the person making an application on behalf of a decrepit must also be given.
- 5** No decrepit must be sent to the Home until an order for admission has been received from the Superintendent.
- 6** The cost of sending decrepits to the Home must be borne by the persons by whom they are sent. No charge will be made for maintaining decrepit persons in the Home, but if it is found that within one month of admission an inmate is fit for discharge the following procedure will be adopted :—
 - (i) If in the opinion of the Superintendent such inmate is fit for such labour as he was formerly employed on, he will be given the option of returning to India or (subject to his former employer's consent) of returning to such former employer ;
 - (ii) If in the opinion of the Superintendent such inmate is not fit for labour but is able to return to India and is desirous of doing so, he will be sent back to India ;
 - (iii) In the above cases the cost of repatriation or of sending an inmate back to his former employer must be borne by such former employer.
- 7** If it is found necessary to detain a decrepit person in the Home for more than a month, and it is subsequently decided to repatriate him, the cost of repatriation will in such cases be borne by the State.
- 8** The Indian Immigration Committee may make by-laws not inconsistent with these rules or with the provisions of the Labour Code for the conduct and duties of officers and servants connected with the Home, for admission and discharge of patients, and as to their food and clothing, and otherwise generally for the management of the Home and control of the inmates of the Home and its officers.

APPENDIX F.

THE INCORPORATED SOCIETY OF PLANTERS'

LANGUAGES EXAMINATIONS SCHEME.

It is felt that few managers and assistants have the time or the inclination to master the grammar of the languages of the labourers they employ, yet they require to use the spoken tongues for the purposes of their business.

While success in the control and management of labour may be chiefly a matter of personality and tact, ability to speak the language of labourers must be regarded as essential in the first instance.

It is recognised among employers generally that the study of Native languages is a branch of the planter's work which heretofore has not been given the prominence or encouragement it deserves, and that in too many cases the knowledge of the language of the labourers working directly under a man can only be described as "a smattering."

In addition, what is generally described in the papers of an applicant for a planting appointment as "a good working knowledge" of a language is no guide to his degree of fluency. For this reason, the production of a Certificate of Proficiency in a language, as suggested in the Regulations governing the Examinations to be held by the Society, will be of the greatest use as a guide to the employer, and of real value to the holder.

The Society aims at establishing Central Examinations which are designed to stimulate the interest of planters in acquiring a thorough working and practical knowledge of the Tamil, Telegu, Malayalee and Chinese tongues *as spoken and understood by estate labourers*, and to create a recognised standard of proficiency in these languages.

Mr. N. E. Marjoribanks, I.C.S., and the Hon: Khan Bahadur A. K. G. Ahmad Tambi Marakkayar, Sahib Bahadur, in their "Report on Indian Labour Emigrating to Ceylon and Malaya", published in 1917, said:—

"Generally speaking, trouble between an estate manager and his Indian labourers is mainly due to the inability of the former to communicate readily with the latter in his own language. Besides leading to actual misunderstanding, the inability of a manager to speak directly with his labourers allows of the gang headmen and other subordinates (kanganies or mandors) getting too much influence over the labourers—a state of things that does not conduce to the benefit either of the labourer or of the estate."

That the matter, particularly so far as Indian languages are concerned, is an important one is also shown by section 73, page 10 of the "Report on the Working of the Labour Department for the Year 1918", which reads as follows:—

"Ever since 1912, comment has, as occasion offered, been made upon the fact that so few estate managers or assistants are able to speak the language of their labourers; the Deputy Controllers of Labour report but little improvement. The Deputy Controller of Labour, Klang, writes:—

"There has been a decided increase in the number of Telugu and Malayalee labourers employed on estates in these districts, but so far as is known to this department no European employer of such labourers is able to speak their language fluently. Hence complaints from the labourers employed on such estates are not infrequent and in one instance ignorance of the labourers' language resulted in the loss of nearly 200 Telugu labourers to an estate."

By courtesy of the Hon'ble the Chief Secretary to Government, F.M.S., arrangements have been made with the Controller of Labour, S.S. & F.M.S., whereby Officers of the Labour Department will act as Examiners at the Society's Examinations.

REGULATIONS FOR EXAMINATIONS.

The Council have formulated the following Regulations :—

- 1 Examinations in the Tamil, Telegu, Malayalam and Chinese languages will, if a sufficient number of Candidates notify their intention to present themselves for examination as provided hereinafter, be held in January and July each year in Kuala Lumpur, or in such other centres as the Council may direct.
 - 2 The dates of Examinations will be announced in *The Planter*, and by advertisement in other newspapers.
 - 3 All managers and assistants of pure European parentage are eligible as Candidates. No residence qualification is required.
 - 4 The Examinations of the Society are :—
 - (a) The Elementary Examination.
 - (b) The Advanced Examination, for which only *passed Candidates* in the Elementary Examination may enter.
 - 5 Candidates must, not less than two months before the date fixed for any Examination, give notice (upon a form supplied by the Society) of their desire to present themselves, naming the particular Examination for which they wish to sit, and forwarding the prescribed fee.
 - 6 The fees payable on the Candidate entering his name for an Examination are :—
 - (a) Elementary Examination in any one language :—

(i) Members of the Society	...	...	\$ 5.00
(ii) Non-members of the Society	...	...	\$25.00
 - (b) Advanced Examination in any one language :—

(i) Members of the Society	...	...	\$ 5.00
(ii) Non-members of the Society	...	...	\$25.00
- If after payment of his fee, a Candidate withdraw his name, or fail to present himself for Examination, no part of the fee shall be returned to him; but the Council, or Examination Committee may, if they think fit, allow such fee to apply to the next Examination of the same degree and in the same language at which such Candidate presents himself.
- Candidates entering more than once for any Examination will be charged half-fees for subsequent Examinations of the same degree—Elementary or Advanced.
- 7 Candidates who fail to satisfy the Examiner or Examiners on the first occasion on which they present themselves, may sit again and again until successful.
 - 8 The Council will give not less than ten days' notice to Candidates of the precise days, hours and places of examination.
 - 9 The Council will notify each Candidate of the result of the Examination, and a list of successful Candidates will be published in *The Planter* of February and August.
 - 10 Candidates cannot be informed of the number of marks they have obtained.

APPENDIX B.

**THE INDIAN IMMIGRATION FUND AND ITS WORKING
IN CONNECTION WITH RECRUITING LABOURERS
BY MEANS OF KANGANIES IN THE
MADRAS PRESIDENCY.**

For years previous to 1907, there had been continual complaints from employers importing Tamil labour that labourers imported by them were attracted away to the service of other employers who paid no portion of the expense of importation.

The Immigration Committee, appointed by the Government in that year after consulting the Planters' Association of Malaya, recommended that the cost of importation of Tamil labourers should be distributed amongst all those who employed them; and the Indian Immigration Fund Enactment, based on the recommendations of the Committee, was subsequently passed.

Under this law an assessment on the amount of work done by their labourers is levied upon all employers of labourers native to the Madras Presidency (hereinafter described as "Indian Labour") and the proceeds are paid into a Fund styled the Immigration Fund. Employers are required to send in to the Labour Office, Penang, on printed forms which may be obtained free, certified returns of their Indian labour for every quarter. The returns must be sent within a month of the expiration of each quarter—*i.e.*, in April, July, October and January, and should be addressed to the Deputy Controller of Labour, Penang. These returns are assessed according to the rates published for each quarter in the *Government Gazette*, and each employer is duly sent a notice informing him of the amount of assessment he is required to pay. The amount each employer is assessed at should be forwarded to the Deputy Controller of Labour, Penang, within 21 days of the posting of the notice, and for payments made after such period the employer is charged interest at the rate of 8 *per cent. per annum* on the amount assessed.

All such payments are credited to the Immigration Fund, which forms no part of the general revenue of the Government but is administered by the Controller of Labour under the authority of the Immigration Committee solely in the interests of importers of Indian labour. The Government is in fact the largest single contributor to the Fund through the assessments which it pays on all Indian labour employed in the Railways, Public Works Departments, Municipalities, Sanitary Boards and other departments.

The purposes for which the Fund can be used are laid down by law as follows:

- (a) For the payment of free passages for Indian labourers and their families from the Madras Presidency to the Federated Malay States, Straits Settlements, Johore, Kedah, Perlis and Kelantan.
- (b) For the general expenses incurred in connection with the recruiting of labour in the Madras Presidency, and in connection with—
 - (i) the quarantine on arrival at Penang, Port Swettenham or Singapore from India; and
 - (ii) the transport to their destinations of those for whom free passages have been provided from the Fund. These transport expenses include all expenses incurred: (A) in the landing of such immigrants; (B) in the despatching of telegrams by estate agents to employers stating the number of labourers received in the immigration depots; (C) for all train, steamer and motor bus fares of such immigrants from the port of disembarkation to their place of employment.

- (c) For the maintenance of a Home for decrepit Indian labourers.—*vide* Appendix E.
- (d) For the payment of interest upon moneys borrowed by the Indian Immigration Committee.
- (e) For the payment of recruiting allowances.
- (f) For the payment of the cost of preparing the registers of locally engaged Indian labourers.
- (g) For the payment of expenses reasonably incurred by members of the Indian Immigration Committee in travelling to and from places where the Committee meets to other places necessary to be visited for the purpose of carrying out the provisions relating to assisted Indian immigration.
- (h) For the payment of fees and charges incidental to legal proceedings and of the cost of legal advice and assistance incurred and obtained in and for carrying out the purposes of the Chapter of the Labour Code relating to the Fund.
- (i) For such purposes as may be determined from time to time by resolution of the legislature.

The general expenses of recruiting in India from the Fund as stated in (b) above may be briefly summarised as follows:

The trainage of emigrants to Madras and Negapatam; the salaries of Recruiting Inspectors at various places in the Madras Presidency, whose duty it is to assist kanganies, help in forwarding their labourers and arrange the payment of their train fares; the feeding of all assisted emigrants in the camps at Madras and Negapatam pending shipment; and the boat hire for such emigrants to the steamer.

Since the starting of the Fund, a recruiting allowance or rebate has been paid to employers in respect of each labourer imported by them from the Madras Presidency under the Committee's licences. This rebate varied from \$3 to \$5 a head, until the second quarter of 1920 when it was raised to \$10, which figure it is hoped to be able to maintain.

The whole sum collected is thus spent either in meeting the expense of recruiting or in encouraging employers to recruit. The cost of administration is only to a small extent charged on the Fund—namely, cost of salaries of Inspectors above referred to, clerical labour employed on the compilation of the register of local engagements, and the upkeep of the Home. All direct cost of recruiting is met from the Fund, except the commissions the employer may pay his recruiters, the charges made by his financial agents and the cost of meals supplied to immigrants discharged from quarantine and awaiting removal in the detention depots at Penang or Port Swettenham. Where commissions are kept low these expenses should be nearly met by the recruiting rebate, at its present figure.

APPENDIX C.
INSTRUCTIONS FOR RECRUITING BY KANGANIES
IN INDIA.

Licences to recruit labourers in the Madras Presidency are issued to kanganies on the authority of the Chairman of the Immigration Committee, and are granted free of charge. Blank licence forms are sent to any employer on application to any of the Labour Offices, and when the required details have been filled in, one of the following courses must be adopted:—

- (a) the kangany should be sent in person with the licence to the D.C.L. Penang who will, if he proves a suitable man, sign and register the licence. The kangany can then proceed with his licence to India, or
- (b) the kangany with the filled in licence form should be sent to the local Labour Office. There, if he is a suitable man, the D.C.L. or A.C.L. in charge will endorse his licence and send it to Penang for registration. The kangany should return to the estate where he should remain until the licence, after being registered in Penang, has been returned to his employer for delivering to him.

Such licences are not issued to kanganies under the age of 20 years.

One of the details to be filled in by the employer is the rate of commission the kangany is to receive, and on this point the attention of employers is drawn to the following two observations:—

- (i) Experience has shown that high rates of commission are most undesirable, and are almost invariably a direct inducement for a kangany to try and obtain labourers through professional recruiters, or even to obtain labourers from other kanganies who are receiving a much lower rate of commission. In their own interests and in the interests of recruiting generally, employers should endeavour to keep down the rates of commission to as low a figure as possible. It will pay in the long run and save much trouble and hospital expenses for an employer to build up his labour force gradually by importing genuine agricultural labourers who can be recruited at a low rate of commission rather than suddenly to augment his labour force by paying high rates of commission to his kanganies.
- (ii) Many employers offer higher rates of commission for females than for males, doubtless with the idea that a fair proportion of females is conducive to a more settled condition of the labour force. When therefore two different rates are offered for males and females, as is often done, the employer is strongly urged to make the entry on the licence as follows:

“Commission for adult males Rs. each, married couples
Rs., and single females *accompanied by their relations*
Rs.”

The proviso in italics saves a great deal of trouble and misunderstanding in India, and prevents any unscrupulous kangany bringing across women without their husbands' or parents' consent.

The kangany, on receipt of his licence, proceeds to Madras or Negapatam, and after having his licence duly registered in the office of the Emigration Agent, Madras, or Superintendent of the Emigration Depot, Negapatam, presents himself before either Messrs. Binny & Co. Madras, or the Madura Company, Negapatam. These firms are the British India Steam Navigation Company's Agents and generally act as financial agents in India for employers in the Straits. In addition there is the Malay Peninsula Agricultural Association Agency in Madras and Negapatam who also act as financial agents for certain estates in the Straits. The employer, when sending his kangany to recruit, should therefore make arrangements with such agents to finance the kangany, and according to the instructions received, these agents make advances to the kanganies, and pay commission for each labourer actually produced by the kanganies and shipped.

By this system, the risk is avoided of giving to the kangany large advances in cash on this side which he might very likely squander. The firms mentioned above have agents in the Straits to whom they cable, on the occasion of every shipment, the number of labourers shipped for each estate; the local agents inform the employers and it is thus possible for each employer to know before arrival of the steamer the number of labourers shipped for him.

After receiving an advance (usually about Rs. 20) from the financial agents, the kangany proceeds to his own village and there informs his friends and relations of the conditions of labour on his estate. Several perhaps consent to emigrate at once and these, after the usual feasting, the settlement of any debts they may have or the gift of a few rupees to dependents left behind, the kangany takes to the nearest railway station and thence to the Government camps at Avadi (Madras) or Negapatam, where the emigrants are accommodated and fed free of charge until shipment. The trainage of the emigrants to Madras or Negapatam is paid for by the Fund Recruiting Inspector (if there happens to be one at the station where the emigrants are first entrained), or advanced by the kangany and afterwards recovered by him from the Emigration Agent or Superintendent of the Emigration Depot. After the emigrants are shipped, the kangany receives his commission from the financial agents of his estate and again returns to his village, and there again, finding other relations or friends willing to emigrate, the same procedure is followed. Practically the expenses a kangany has to meet out of his commission are the possible settling of any of the village debts of the emigrant, small gifts to any dependents of the emigrant left behind, and the cost of the usual little farewell feast. The total of such expenditure need not amount to more than a very small sum per head, and there are cases of estates in the healthy coast districts of Selangor where a commission of Rs. 7 or even Rs. 5 has been found to be a sufficient remuneration to secure as much labour as is required.

Every assistance is given to the kangany while he is recruiting in India by the Emigration Agent and Superintendent of the Emigration Depot, the Fund Recruiting Inspectors and the Financial Agents of his estate. He is also warned on arrival that any irregular practices on his part, such as dealing with professional recruiters or enticing away minors without their parents' consent, will involve the loss of his licence, so that when an employer is informed that one of his kangany licences has been cancelled he may be sure that the particular kangany has been found unfit to hold one.

The emigration of Tamils to the Straits has been going on for a great number of years; but it is only within quite recent years that Telegu labour has been imported. The Telegu country roughly comprises all that part of the Madras Presidency lying to the north and north-west of Madras. The Telegu Districts are Nellore, Kistna, Godavery, Vizagapatam and Ganjam lying directly north of Madras, and Guntur, Cuddapah and Bellary to the north-west. The people are engaged chiefly in agriculture but, owing to the dryness of the climate and lack of proper irrigation as compared with the more southern or Tamil districts, they have to work hard for their living. The Telegus are very conservative by nature and of an extremely clannish disposition and, generally speaking, are more unsophisticated than the Tamils. A grievance, fancied or real, suffered by one or two Telegus on an estate is quite liable to make the whole force discontented unless the matter is investigated and settled by some one in authority. This is the reason why it is so necessary in a Telegu force for some one in authority to be able to speak their language. So long as a manager or assistant can make himself understood in Telegu, no difficulties need be expected as the Telegus are very amenable to discipline, and they will work harder and better on the direct order of an employer than if such order reaches them through a Tamil conductor or kangany with a slight knowledge of Telegu. They should be encouraged to write to their relations in India as a few such letters reporting well of the estate will do more towards establishing a good connection than sending across kanganies, to recruit at high rates of commission.

In order to increase the emigration of Telegu labour to this country, it has been decided to establish a depot at Coconada and arrangements are being made to start construction of the necessary buildings.

All labourers receiving passages from the Fund are quarantined, usually for a week, on arrival at Penang or Port Swettenham. The quarantine camps have been built and are maintained at Government expense, but the cost of feeding the emigrants in quarantine is borne by the Fund. After quarantine, emigrants are removed to two large depots at Penang and Port Swettenham, and from thence removed by the employer or his agent to their place of employment. Each employer is notified previously as to the day his labourers will be ready for removal from the depot.

All Indian labourers are on monthly agreement and are entitled to leave their employer after a month's notice, or on the payment of a month's pay in lieu of notice, whether they are imported from India or engaged locally, and no deductions may be made from their wages for any sums advanced to them or expended in their recruitment before their arrival at their place of employment.

APPENDIX D.

RECRUITING LICENCES.

"I do not normally register licences of men who have been less than three months on an estate, unless there is some special reason for doing so, and I should be glad if you would let employers understand this. The reasons and necessity for this are obvious. (a) It is essential that an employer should be well acquainted with the character and reliability of the men he is sending to recruit, for only the best men must be selected. He cannot know his man under three months' trial. (b) It is equally important that the man have a definite interest in the estate and a strong connection with it. He must be thoroughly conversant with all conditions on the estate so that he can advertise it in India. He cannot do this under three months. Kanganies arrive here who hardly know the name of the estate they are recruiting for—neither Tamil nor English name. (c) A man who has only been on the estate a month or so may very possibly have absconded from his previous estate (my enquiries have frequently elicited this fact) and he is quite likely to do it again—this time taking with him the coolies he has recruited. Even if he has a discharge ticket from one estate, that is no recommendation for his being employed immediately as a recruiter on another. He should be given time to get a definite interest in and connection with the estate before being given the important work of recruiting and I regard three months as the minimum of time necessary for this. The offenders are usually new estates who do not know much about recruiting and I should be glad if you would let employers understand the necessity of this rule as opportunity occurs."

R. BOYD,

Asst. Controller of Labour,

Penang.

April 9th, 1920.

APPENDIX E.

**RULES FOR THE MAINTENANCE OF THE HOME FOR
DECREPIT INDIANS, KUALA LUMPUR.**

- 1** The Home is intended to be a free asylum for Indian labourers who by reason of age or other physical disability are unable to earn their own living.
- 2** The Home is to be managed by a Superintendent, nominated by the Indian Immigration Committee, subject to the approval of the Chief Secretary.
- 3** A roster of visitors will be nominated annually by the Indian Immigration Committee, and it will be the duty of two of the visitors on the roster to visit the Home on at least two occasions during each month of the year.
- 4** All applications for admission to the Home must be made in writing to the Superintendent, and must be accompanied by a full report on the case by a registered medical practitioner, certifying that the person for whom admission is requested is decrepit. The full name and address of the person making an application on behalf of a decrepit must also be given.
- 5** No decrepit must be sent to the Home until an order for admission has been received from the Superintendent.
- 6** The cost of sending decrepits to the Home must be borne by the persons by whom they are sent. No charge will be made for maintaining decrepit persons in the Home, but if it is found that within one month of admission an inmate is fit for discharge the following procedure will be adopted :—
 - (i) If in the opinion of the Superintendent such inmate is fit for such labour as he was formerly employed on, he will be given the option of returning to India or (subject to his former employer's consent) of returning to such former employer ;
 - (ii) If in the opinion of the Superintendent such inmate is not fit for labour but is able to return to India and is desirous of doing so, he will be sent back to India ;
 - (iii) In the above cases the cost of repatriation or of sending an inmate back to his former employer must be borne by such former employer.
- 7** If it is found necessary to detain a decrepit person in the Home for more than a month, and it is subsequently decided to repatriate him, the cost of repatriation will in such cases be borne by the State.
- 8** The Indian Immigration Committee may make by-laws not inconsistent with these rules or with the provisions of the Labour Code for the conduct and duties of officers and servants connected with the Home, for admission and discharge of patients, and as to their food and clothing, and otherwise generally for the management of the Home and control of the inmates of the Home and its officers.

APPENDIX F.

THE INCORPORATED SOCIETY OF PLANTERS'

LANGUAGES EXAMINATIONS SCHEME.

It is felt that few managers and assistants have the time or the inclination to master the grammar of the languages of the labourers they employ, yet they require to use the spoken tongues for the purposes of their business.

While success in the control and management of labour may be chiefly a matter of personality and tact, ability to speak the language of labourers must be regarded as essential in the first instance.

It is recognised among employers generally that the study of Native languages is a branch of the planter's work which heretofore has not been given the prominence or encouragement it deserves, and that in too many cases the knowledge of the language of the labourers working directly under a man can only be described as "a smattering."

In addition, what is generally described in the papers of an applicant for a planting appointment as "a good working knowledge" of a language is no guide to his degree of fluency. For this reason, the production of a Certificate of Proficiency in a language, as suggested in the Regulations governing the Examinations to be held by the Society, will be of the greatest use as a guide to the employer, and of real value to the holder.

The Society aims at establishing Central Examinations which are designed to stimulate the interest of planters in acquiring a thorough working and practical knowledge of the Tamil, Telegu, Malayalee and Chinese tongues *as spoken and understood by estate labourers*, and to create a recognised standard of proficiency in these languages.

Mr. N. E. Marjoribanks, I.C.S., and the Hon: Khan Bahadur A. K. G. Ahmad Tambi Marakkayar, Sahib Bahadur, in their "Report on Indian Labour Emigrating to Ceylon and Malaya", published in 1917, said:—

"Generally speaking, trouble between an estate manager and his Indian labourers is mainly due to the inability of the former to communicate readily with the latter in his own language. Besides leading to actual misunderstanding, the inability of a manager to speak directly with his labourers allows of the gang headmen and other subordinates (kanganies or mandors) getting too much influence over the labourers—a state of things that does not conduce to the benefit either of the labourer or of the estate."

That the matter, particularly so far as Indian languages are concerned, is an important one is also shown by section 73, page 10 of the "Report on the Working of the Labour Department for the Year 1918", which reads as follows:—

"Ever since 1912, comment has, as occasion offered, been made upon the fact that so few estate managers or assistants are able to speak the language of their labourers; the Deputy Controllers of Labour report but little improvement. The Deputy Controller of Labour, Klang, writes:—

'There has been a decided increase in the number of Telugu and Malayalee labourers employed on estates in these districts, but so far as is known to this department no European employer of such labourers is able to speak their language fluently. Hence complaints from the labourers employed on such estates are not infrequent and in one instance ignorance of the labourers' language resulted in the loss of nearly 200 Telugu labourers to an estate.'

By courtesy of the Hon'ble the Chief Secretary to Government, F.M.S., arrangements have been made with the Controller of Labour, S.S. & F.M.S., whereby Officers of the Labour Department will act as Examiners at the Society's Examinations.

REGULATIONS FOR EXAMINATIONS.

The Council have formulated the following Regulations :—

- 1 Examinations in the Tamil, Telegu, Malayalam and Chinese languages will, if a sufficient number of Candidates notify their intention to present themselves for examination as provided hereinafter, be held in January and July each year in Kuala Lumpur, or in such other centres as the Council may direct.
 - 2 The dates of Examinations will be announced in *The Planter*, and by advertisement in other newspapers.
 - 3 All managers and assistants of pure European parentage are eligible as Candidates. No residence qualification is required.
 - 4 The Examinations of the Society are :—
 - (a) The Elementary Examination.
 - (b) The Advanced Examination, for which only *passed Candidates* in the Elementary Examination may enter.
 - 5 Candidates must, not less than two months before the date fixed for any Examination, give notice (upon a form supplied by the Society) of their desire to present themselves, naming the particular Examination for which they wish to sit, and forwarding the prescribed fee.
 - 6 The fees payable on the Candidate entering his name for an Examination are :—
 - (a) Elementary Examination in any one language :—

(i) Members of the Society	...	...	\$ 5.00
(ii) Non-members of the Society	...	...	\$25.00
 - (b) Advanced Examination in any one language :—

(i) Members of the Society	...	...	\$ 5.00
(ii) Non-members of the Society	...	...	\$25.00
- If after payment of his fee, a Candidate withdraw his name, or fail to present himself for Examination, no part of the fee shall be returned to him; but the Council, or Examination Committee may, if they think fit, allow such fee to apply to the next Examination of the same degree and in the same language at which such Candidate presents himself.
- Candidates entering more than once for any Examination will be charged half-fees for subsequent Examinations of the same degree—Elementary or Advanced.
- 7 Candidates who fail to satisfy the Examiner or Examiners on the first occasion on which they present themselves, may sit again and again until successful.
 - 8 The Council will give not less than ten days' notice to Candidates of the precise days, hours and places of examination.
 - 9 The Council will notify each Candidate of the result of the Examination, and a list of successful Candidates will be published in *The Planter* of February and August.
 - 10 Candidates cannot be informed of the number of marks they have obtained.

- 11 Certificates will be issued to successful Candidates.

SYLLABUS OF ELEMENTARY EXAMINATION.

1. *Vocabulary*.—100 marks.

This will include words pertaining to

- (a) Numbers—cardinal, ordinal and fractions.
- (b) Time—Divisions of time *e.g.*, hours, days of week, months of year, miscellaneous expressions relating to time.
- (c) Money, weights and measures, direction, parts of body, etc.
- (d) Words in common use in the field, factory and lines.

2. *Translation* of easy sentences relating to work in estates—100 marks.

3. *Conversation*. Ability to carry on an ordinary conversation by question and answer with an estate labourer ignorant of either English or Malay—100 marks.

In these subjects the Examinations will be purely oral, and for a Pass Certificate, Candidates will be expected to obtain 60 percentage of the marks in each subject; while for a Pass Certificate with distinction, a percentage of 80 will be required.

SYLLABUS OF ADVANCED EXAMINATION, FOR WHICH ONLY *PASSED CANDIDATES* IN THE ELEMENTARY EXAMINATION MAY ENTER.

- A. *Oral*. This will comprise vocabulary, translation of sentences and conversation as in the Elementary Examination; but the vocabulary expected will be over a wider range, while in conversation, Candidates will be required to converse *easily* and *fluently* with a Native.
- B. *Written*. This will include translation of English into the Native character and *vice versa*, and the reading of print and manuscript in such Native character.

A Candidate sitting for this Examination may elect to enter for either A alone, or for A and B together, and Certificates will be issued accordingly.

Further particulars, together with a specimen Examination Paper in the Elementary Examination in Tamil, Telegu and Malayalam, may be obtained on application to the Secretary, Incorporated Society of Planters, Kuala Lumpur.

By Order of the Council,

Kuala Lumpur,

July, 1920.

C. WARD-JACKSON,

Secretary.

THE GENERAL LABOUR COMMITTEE,
BRITISH MALAYA,
KUALA LUMPUR,
FEDERATED MALAY STATES.

STRAITS SETTLEMENTS.

ANNUAL REPORT

ON THE

LABOUR DEPARTMENT

FOR THE YEAR

1921

BY

W. PEEL,

*Acting Controller of Labour, Straits Settlements
and Federated Malay States.*



PUBLISHED BY AUTHORITY.

Singapore:

Printed at the GOVERNMENT PRINTING OFFICE, SINGAPORE,
by J. E. TYLER, Government Printer.

1922.

Annual Report on the Labour Department for the year 1921.

Indian Immigration.

The total number of immigrants arriving at Penang from Southern India in 1921 was 45,673 as compared with 95,220 in 1920, a decrease of 49,547.

Details of the arrivals, month by month, are given in Appendix A.

2. The figures for arrivals for the last five years are as follows:—

	1917.	1918.	1919.	1920.	1921.
Assisted immigrants, <i>i.e.</i> , with passages paid for from the Immigration Fund ...	78,407	55,583	88,021	78,855	15,413
Other Immigrants ...	11,670	9,708	13,412	16,365	30,260
Total ...	90,077	65,291	101,433	95,220	45,673

The assisted immigrants include 827 children under ten years of age, and the "other immigrants" 2,787 children, a total of 3,614 children as compared with 10,330 in 1920 and 10,723 in 1919.

Of the "other immigrants" 18,750 or rather less than 62 per cent were of the labouring classes, the remaining 11,510 being traders and others. The proportion of labourers amongst "other immigrants" in 1920 was rather less than 54 per cent.

A statement showing the destinations of assisted immigrants is given in Appendix B.

3. The number of Indians leaving the Colony for Southern India was 57,912 adults and 3,639 minors as against 53,154 adults and 2,327 minors in 1920. Particulars will be found in Appendix C.

4. The excess of emigrants over immigrants was 15,853 adults and 25 children as compared with an excess of immigrants over emigrants of 31,736 adults and 8,003 children in 1920.

Communication with Southern India.

5. The weekly service from Southern India under contract with the British India Steam Navigation Company, Limited, was maintained throughout the year. Fifty-two immigrant ships arrived during the year, compared with 54 in 1920.

6. The number of deck tickets (including 827 half tickets for children) at the reduced rate for labourers taken during 1921, and paid for from the Immigration Fund, was 14,999½, as compared with 74,684½ in 1920.

Quarantine.

7. Of the 52 steamers that arrived at Penang during the year carrying assisted immigrants, 6 were declared infected with small-pox and 1 with cerebro-spinal-meningitis.

The assisted immigrants bound for Penang were, however, detained as usual for a period of observation in the Quarantine Station at Pulau Jerejak.

The total number sent to the Station was 7,842.

8. The scheme for rendering the old Quarantine Station fit for use for quarantine purposes in the event of an emergency was abandoned, as the Station was required for other purposes. It was proposed to erect additional small wards in the new Camp.

Immigrants with Aided Passage Tickets.

9. The following table gives the proportion of men and women and of adults and minors during the last five years (assisted immigrants only):—

	Adults.		Percentage of Females.	Total Assisted Immigrants.	Minors.	Percentage of Minors.
	Males.	Females.				
1917 ...	58,107	13,844	19.24	78,407	6,456	8.23
1918 ...	38,013	11,681	23.50	55,583	5,889	12.39
1919 ...	62,006	16,904	27.26	88,021	9,111	10.35
1920 ...	56,296	14,218	20.16	78,855	8,341	10.57
1921 ...	12,211	2,375	16.28	15,413	827	5.37

10. Independent labourers supplied with free passages from India to Malaya on application amounted to 1,935 as compared with 8,625 in 1920. Of these immigrants 427 remained in the Colony, 1,363 proceeded to the Federated Malay States, 46 to Johore and 99 to Kedah.

11. The remaining 12,651 adult assisted immigrants were recruited by licensed kanganyes. Of these immigrants, 22 redeemed themselves at Penang, 37 absconded from or on the way to the Depôt and 10 died at Penang (5 at the Penang District Hospital, and 5 at the Pulau Jerejak Quarantine Station).

12. The numbers of adult kangany-recruited labourers during the last five years have been as follows:—

Destination.	1917.	1918.	1919.	1920.	1921.
Singapore ...	...	176	223	167	6
Penang ...	2,299	2,043	1,762	2,001	292
Malacca ...	5,567	2,907	6,137	4,327	999
Perak ...	18,995	12,915	15,334	18,242	2,020
Selangor ...	27,541	16,140	30,495	21,278	4,917
Negri Sembilan ...	4,305	2,990	5,373	5,432	1,895
Pahang ...	351	257	497	743	211
Johore ...	4,369	3,494	3,881	6,117	1,747
Kedah ...	1,712	1,561	3,164	3,245	501
Kelantan ...	121	175	381	337	63
Total ...	65,260	42,658	67,247	61,889	12,651

13. In the year under review, 1,555 kangany licences (for the Straits Settlements, the Federated Malay States, Johore, Kelantan, Kedah and Perlis) were issued as compared with 9,441 in 1920. Registration of 12 licences was refused in Penang and 97 were cancelled after issue on the advice of the officers of the Department in India, as compared with 86 refused and 246 cancelled in 1920.

14. The following table gives the distribution of licences and the results obtained.—

				Number of licences issued in 1921.	Number of Kangani coolies recruited in 1921.	Average per Kangani in 1921.	Average per Kangani in 1920.
Straits Settlements	...	...		153	1,297	8.47	6.53
Federated Malay States	...	...		1,141	9,043	7.92	6.36
Non-federated States	{	Kedah	...	59	501	8.49	6.46
		Johore	...	190	1,747	9.19	8.32
		Kelantan	...	12	63	5.25	14.04
Total			...	1,555	12,651	8.13	6.55

Health and Treatment of Labourers.

15. Returns of Indian labourers under section 53 of the Labour Ordinance, 1920, received from 5 estates in Penang, 32 estates in Province Wellesley, 8 estates in the Dindings and 54 estates (including the Botanical Gardens) in Singapore are given in Appendix D.

16. On estates in Penang with an average population of 153, there were no deaths.

In Province Wellesley on an average population of 8,656, the death-rate was 9.24 per mille as compared with 15.92 per mille in 1920 and 15.91 in 1919.

In the Dindings the death-rate was 4.10 per mille on an average population of 1,709 as compared with 12.16 per mille in 1920 and 8.34 in 1919.

17. Hospitals are maintained on Bertam, Malakoff, Prai, Val d'Or, Bukit Tambun and Caledonia Estates in Province Wellesley, the latter being a central hospital for the Caledonia Group of the Penang Rubber Estates, Limited. In the Dindings, hospitals are maintained on Sandycroft and Pundut Estates.

18. The number of estates in Singapore (excluding the Botanic Gardens) from which returns were received was 53. On an average population of 2,150, the death-rate works out at 1.40 per mille as compared with 10.68 per mille on an average population of 1,217 in 1920 and 17 per mille on an average population of 1,412 in 1919.

19. Statistics of the labour employed in Public and Municipal Departments in Penang, Province Wellesley and the Dindings are included in Appendix D.

20. The number of visits of inspection paid by officers of the Department in Penang, Province Wellesley and the Dindings was eight, one visit being made to enquire into a complaint.

21. Ninety-seven complaints were received in the Penang Labour Office during the year: they are classified as follows:—

Non-payment of wages	...	...	...	67
Wrongful dismissal	...	...	...	6
Failure to discharge on termination of notice	...	...	...	3
Miscellaneous	...	...	...	21

Numerous matrimonial complaints were also enquired into.

22. There were no cases of suicide of Indians reported during the year in Penang, Province Wellesley and the Dindings.

23. Particulars of schools maintained on estates are shown in Appendix E.

24. For the Settlement of Malacca returns of labourers under section 53 of the Labour Ordinance, 1920, were received from 98 estates (Appendix F) as compared with 55 in 1920. These returns were received commencing from April 1st, when the new Labour Ordinance came into force.

25. The number of Indian estate labourers employed on 31st December in each of the last five years was as follows:—

1917	...	...	...	...	12,064
1918	...	...	...	...	11,255
1919	...	...	...	...	14,186
1920	...	...	...	...	12,734
1921	...	...	...	...	9,931

26. The number of deaths amongst Indians employed on estates in Malacca as submitted in the returns for nine months was 187, giving a death-rate of 23 per mille per annum on an average population of 10,781 as compared with 29·8 per mille on an average population of 13,592 in 1920, 27·9 per mille on an average population of 12,217 in 1919, and 67·1 per mille on an average population of 11,651 in 1918.

27. Among Indian labourers employed by Government Departments in Malacca, the number of deaths during the last nine months of the year was shown to be 5 on an average population of 816, being a death-rate of 8 per mille per annum as compared with a death-rate of 22·5 per mille on an average population of 889 in 1920. Details are given in Appendix F.

28. During the year, 18 visits of inspection were paid to estates in Malacca.

29. Thirty-three complaints were received from labourers in Malacca; they are classified as follows:—

Wrongful dismissal	...	...	...	...	5
Assault by Manager or Assistant	...	...	...	...	1
Assault by clerk or kangany	...	...	...	...	4
Non-payment or late payment of wages	...	...	...	...	3
Refusal to discharge after a month's notice	...	...	...	...	3
Separation of families	...	...	...	...	2
Miscellaneous complaints	...	...	...	...	15

All the complaints were settled departmentally.

The Manager of a Chetty-owned estate was prosecuted for late payment of wages and was fined \$50.

30. The following estate hospitals were in use during the year:—

Batulang	Jasin Lalang
Bertam	Kemendore
Bukit Asahan (Head Quarters)	Kempas
Bukit Asahan (D. Division)	Kru
Bukit Kajang	Lendu
Chempadak	Merlimau
Cheng	Pegoh (Home)
Devon	Rembia Jelutong
Diamond Jubilee	Rim
Gadek	Tanjong Minyak
Garing	Tebong
	Tebolang.

In addition to the above, there were small wards or sick lines for temporary accommodation of sick coolies on twelve estates.

All these wards were in charge of dressers and visited periodically by a Medical Practitioner.

The Government hospitals in Malacca, Jasin and Tampin (Negri Sembilan) were also used by thirty-eight estates for the treatment of sick labourers.

Sungei Bahru (Home) and Sungei Siput Estates use the hospital on the Negri Sembilan Division of the same rubber company while Batang Malaka Estate does likewise.

31. Tamil vernacular schools were maintained on the following estates:—

Bertam	Kru
Devon	Rim

The decrease of seven schools as compared with the number of schools in 1920 was due to the reduced labour force and the consequent small attendance.

32. Returns received under section 53 of the Labour Ordinance, 1920, from Government Departments, show that 740 Indian labourers were employed on 31st December, 1921, as compared with 970 in 1920.

33. Of the 98 estates from which returns have been received 25 imported labour direct from India as compared with 42 in 1920.

34. The general rates of wages of Indian labourers on estates in Malacca were as follows:—

		<i>Males.</i>	<i>Females.</i>
Tapping	... ..	40 cents.	40 cents.
Weeding	... ..	35 "	30 "
Store	... ..	50 "	50 "

Javanese and Chinese were usually employed on contract.

In the Public Works and Railway Departments, the mean rate of wages was 40 cents a day.

35. Owing to the continuance of the system, introduced in 1919, of granting individual licences for toddy-shops there was a still further marked improvement in drunkenness. Seventy-five per cent of the toddy-shops in Malacca are either run by Estate Managers or are under their control.

Repatriation.

36. During 1921, 5,977 adult and 1,583 minor decrepit and destitute Indians were repatriated through this Department. Of these, 571 adults and 44 minors were from the Straits Settlements, 5,107 adults and 1,480 minors came from the Federated Malay States, 199 adults and 38 minors from Kedah, 53 adults and 11 minors from Johore, and 47 adults and 10 minors from Kelantan. The 571 adults and 44 minors from the Straits Settlements included 227 adult vagrants from Singapore and 82 adult and 1 minor vagrants from Penang. Eighty-six adults from the Colony were provided with free tickets by the generosity of the British India Steam Navigation Company. One hundred and seventy-six adults and forty-three minors were repatriated through the Department at the expense of others.

Certificates and Passports.

37. In 1921, 76 passports were issued in Penang and 577 passports and certificates viséd. Certificates under section 91 of the Labour Ordinance were issued to the number of 2,241. There was one conviction under the Passport Regulations during the year, a fine of \$20 being imposed.

In Singapore, 22 passports were issued and 249 passports and certificates viséd and endorsed. The number of certificates under the Labour Ordinance issued during the year was 3,033. There were six convictions under the Passport Regulations.

Indian Immigration Fund.

38. At the end of the year, the Immigration Committee consisted of the following members:—

The Acting Controller of Labour, Straits Settlements and Federated Malay States, *Chairman*;

The Principal Medical Officer, Federated Malay States;

The Director of Public Works, Federated Malay States;

Hon'ble Mr. J. MITCHELL;

Mr. C. W. BRADBURNE;

Mr. T. H. MENZIES;

Mr. J. W. KENNEDY;

Mr. H. d'E DARBY;

Mr. V. A. TAYLER;

with the Deputy Controller of Labour, Penang, as Secretary.

39. The assessment rate under section 133 (i) (a) of the Labour Ordinance, 1920, was \$2 for the first two quarters, \$1 for the third quarter and 50 cents for the fourth quarter for every 78 days' work. No extra rate was imposed under section 133 (i) (b).

The recruiting allowance paid by the Indian Immigration Committee to employers for each labourer recruited by a kangany and brought to the Federated Malay States was fixed at \$20 for the first quarter, \$10 for the second quarter and \$15 for the third and the fourth quarters.

40. The income of the Immigration Committee during 1921 was \$3,027,681.24, the cash balance at the end of the year including fixed deposits and investments being \$2,830,768.37.

41. The chief heads of expenditure were as follows:—

	\$	c.
Passages from India	213,400	38
Recruiting allowances	87,087	13
Quarantine expenses	67,201	81
Train, depôt and embarkation charges in India	69,589	89
Train and other fares to places of employment ...	28,925	80

42. The quarantine expenses during the year averaged \$3.86 a head for Penang and \$4.15 for Port Swettenham, the general average for both quarantine camps being \$4.

43. The number of contributors to the Immigration Fund was 1,845 on the 31st December, 1921, as against 2,170 on the 31st December, 1920. The Government and Railway Departments contributing to the Fund numbered 164 in 1921 as against 152 in 1920.

Netherlands Indian Labour.

44. The number of Netherlands Indian labourers on estates in the Straits Settlements as shown by returns under section 53 (i) of the Labour Ordinance, 1920, was 2,428. Of these, 725 were in Province Wellesley, 163 in Malacca and 1,540 in Singapore. There have been, roughly, a decrease of 194 in Province Wellesley, an increase of 379 in Singapore and a decrease of 302 in Malacca.

The number of local contracts registered during the year was 122, all in Province Wellesley, which is the only part of the Colony where such contracts are made. The number registered in 1920 was 544.

The appointment of Assistant Controller of Labour for Netherlands Indian Immigrants remained vacant during the year, as it was not possible to appoint an officer. Nearly all places of employment have, however, been visited by one officer or another of the Department in the course of the year.

Legislation.

45. The Labour Ordinance of 1920 was brought into force on the 1st of April.

By a resolution of the Legislative Council, the Indian Immigration Committee was empowered to make use of the Fund for the following purposes:—

- (a) Distribution Camps for and transport and maintenance of unemployed labourers;
- (b) Cost of the collection and administration of the Indian Immigration Fund;
- (c) Repatriation of and assistance to Indian labourers in need of relief.

Certain additional kinds of labour were made liable for assessment under Part IX of the Labour Ordinance.

Staff.

46. Mr. W. PEEL acted as Controller of Labour throughout the year. The other Civil Service appointments were held as follows:—

In Penang Mr. H. G. R. LEONARD acted as Deputy Controller of Labour till November 19th, when he was succeeded by Mr. H. R. JOYNT. Mr. R. BOYD officiated as first Assistant Controller of Labour throughout the year. Captain E. A. ROSS, M.C., acted as Second Assistant Controller of Labour from his return from India on May 20th, till the end of the year.

In Malacca Mr. N. A. WORLEY, the Assistant Controller of Labour (Chinese), carried on the duties of Deputy Controller of Labour till 27th January, when he was relieved by Mr. A. B. BEIN. Mr. H. R. JOYNT assumed the duties of the appointment on 10th March, being succeeded by Mr. J. A. HUNTER on 18th November, 1921.

In Singapore, the duties of Assistant Controller of Labour were performed by Mr. J. T. N. HANDY throughout the year.

In India, Dr. E. C. FOSTON and Dr. J. C. C. FORD acted as Superintendent, Emigration Depôt, Negapatam, and Emigration Agent, Madras, respectively, throughout the year. Mr. W. J. K. STARK acted as Emigration Agent, Coconada, till April 27th when he went on long leave. The appointment remains in abeyance.

General.

47. The Government revenue collected by the Department was as follows:—

				\$	c.
Fees for use of Penang Depôt	...	...	...	631	10
Passport fees	...	...	...	677	00
				<hr/>	
			Total	1,308	10
				<hr/>	

Three thousand eight hundred and sixty-eight dollars and ten cents were collected in 1920 and \$3,492.50 in 1919.

48. The scheme instituted by the Incorporated Society of Planters for the examination in Indian languages of Managers and Assistants proved a success.

Twelve candidates appeared for the Higher Standard (oral only) and all passed.

Ninety-three presented themselves for the Elementary Standard, 23 passing with distinction, while 17 failed.

The examiner reported that the general standard of proficiency was good.

49. The labour position throughout the year was very serious and caused considerable anxiety. As a result of the rubber slump, the majority of estates reduced their labour force to a minimum and virtually stopped recruiting; inasmuch as thousands of labourers return to India monthly, whether times are good, bad or indifferent, either for a holiday or permanently, this policy inevitably resulted in a shortage.

Efforts were made to impress upon employers the necessity of recruiting sufficient labour to make good this wastage of labour, but, whether it was the result of express orders from Directors at home or not, very little recruiting was done.

Furthermore, Malaya lost touch to a large extent with the recruiting areas in India, while its reputation for prosperity and high wages was temporarily damaged.

The position was undoubtedly difficult for, while it was obvious to those who appreciated the position that there would ultimately be a shortage, there was actually for a few months a small surplus of labour in the country. This may have caused employers to hesitate about recruiting, but the surplus was never sufficiently large to have much effect on the position once a shortage arose.

Although unemployment, more especially among Indians, never reached a really acute stage, arrangements were made to deal with it when it arose.

The Indian Immigration Committee were empowered to use the Indian Immigration Fund for purposes of repatriation, arranging schemes for finding work for unemployed and for erecting Distribution Camps and maintaining therein, when necessary, unemployed Indian labourers.

There was a certain amount of unemployment during the period July to October, the Indian labourers involved being looked after in the various camps.

The Chinese community took steps to make provision for Chinese unemployed, Government rendering assistance, financial and otherwise.

In October, a shortage of labour supervened, due to the failure to make good the normal wastage, and the few unemployed Indians were at once absorbed; shortly afterwards an increase in the price of rubber resulted in hurried instructions being sent from home in many cases to Managers to engage more tappers, and there was every promise of a frenzied race for labour. The price, however, fell again and for the time the labour position was less acute.

The Controller detailed the position to the Planters' Association of Malaya at a meeting held in November, and strongly urged the general resumption of recruiting. The Indian Immigration Committee, in order to give all encouragement possible, raised the rebate or recruiting allowance to \$20 per head; this left an appreciable margin of profit and so served as an additional inducement to recruit.

A large number of recruiting licences were taken out in December, but the numbers leaving the country were still largely in excess of those arriving from India.

Unfortunately, owing largely to the numbers going to Burmah for the harvest there, the recruiting in the first three months of the year is very limited, but there appears to be a reasonable prospect of success later.

It seems probable that the system of alternate day tapping or some similar system, whereby all trees are not tapped continuously, may assist in reducing to some extent the old demand for labour.

Moreover, the practice of paying contract rates for tapping seems to have become more popular; this also should further reduce the demand.

50 Towards the end of November, the Acting Controller of Labour visited the Department's offices and depôts in India.

On his recommendation, made after full enquiry on the spot, it was decided to postpone, for at least another year, the erection of the proposed Camp at Coconada.

It was further decided to close the Mint Street Depôt, Madras, permanently, and the depôts at Papacovil and Malpakkam temporarily, as it was found possible to provide for all emigrants at the Camps at Avadi and Negapatam.

LABOUR OFFICE,
KUALA LUMPUR, 25th March, 1922.

W. PEEL,
Acting Controller of Labour,
S. S. & F. M. S.

APPENDIX A.

Statement of Arrivals from Madras and Negapatam in each month during 1921.

MONTHS.	Number of Steamers Arrived.	INDEPENDENT LABOURERS.				LABOURERS RECRUITED BY KANGANIES.				OTHER EMIGRANTS, <i>i. e.</i> , ORDINARY PASSENGERS.			TOTAL ARRIVALS.	
		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	Adults.	Minors.
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.			
January ...	4	324	39	12	8	1,201	247	76	65	987	106	187	2,904	348
February ...	4	203	44	9	10	801	241	53	42	1,578	182	216	3,049	330
March ...	5	166	33	7	4	555	155	26	23	2,557	181	275	3,647	335
April ...	4	256	47	9	3	745	144	22	21	2,187	237	245	3,616	300
May ...	4	292	42	8	5	1,272	203	29	45	2,071	181	220	4,061	307
June ...	5	143	36	4	2	2,275	365	60	58	3,223	398	327	6,440	451
July ...	4	58	29	3	6	1,619	293	38	59	2,731	188	278	4,918	384
August ...	4	21	14	...	4	787	151	22	26	1,411	110	111	2,494	163
September ...	5	43	26	3	3	673	100	18	8	3,396	224	374	4,462	406
October ...	4	23	9	...	1	232	36	5	1	1,549	137	181	1,986	188
November ...	4	9	4	2	...	140	30	7	1	1,254	90	128	1,527	138
December ...	5	57	17	1	3	316	70	9	6	2,219	276	245	2,955	264
Total ...	52	1,595	340	58	49	10,616	2,035	365	355	25,163	2,310	2,787	42,059	3,614

APPENDIX B.

Statement of arrivals from Madras and Negapatam during 1921, with their destinations.

Territories.	ASSISTED PASSENGERS.												OTHER IMMIGRANTS, i.e., ORDINARY PASSENGERS.				GRAND TOTAL.			
	INDEPENDENT LABOURERS.				LABOURERS RECRUITED BY KANGANIES.				TOTAL ASSISTED PASSENGERS.				Adults.		Minors.		Adults.		Minors.	
	Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
<i>Straits Settlements.</i>																				
Province Wellesley and the Din- dings	347	55	11	5	227	65	9	17	574	120	20	22	...	...	...	...	574	120	20	22
Malacca	23	1	...	...	870	129	26	20	893	130	26	20	...	...	...	...	893	130	26	20
Singapore... ..	1	...	...	...	4	2	...	...	5	2	...	...	...	...	...	...	5	2	...	...
Total, S. S. ...	371	56	11	5	1,101	196	35	37	1,472	252	46	42	...	...	...	...	1,472	252	46	42
<i>Federated Malay States.</i>																				
Perak... ..	691	155	29	21	1,623	397	101	88	2,314	552	130	109	...	...	...	...	2,314	552	130	109
Selangor	352	86	14	19	4,104	813	108	120	4,456	899	122	139	...	...	...	...	4,456	899	122	139
Negri Sembilan	58	21	1	1	1,607	288	55	53	1,665	309	56	54	...	...	...	...	1,665	309	56	54
Pahang ... ..	...	...	...	...	189	22	5	3	189	22	5	3	...	...	...	...	189	22	5	3
Total, F. M. S. ...	1,101	262	44	41	7,523	1,520	269	264	8,624	1,782	313	305	...	...	...	...	8,624	1,782	313	305
<i>Other Malay States.</i>																				
Johore	39	7	1	...	1,515	232	44	45	1,554	239	45	45	...	...	...	...	1,554	239	45	45
Kedah	84	15	2	3	425	76	17	8	509	91	19	11	...	...	...	...	509	91	19	11
Perlis ... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kelantan ... ..	...	...	...	...	52	11	...	1	52	11	...	1	...	...	...	...	52	11	...	1
Total, Other Malay States ...	123	22	3	3	1,992	319	61	54	2,115	341	64	57	...	...	...	...	2,115	341	64	57
Grand Total ...	1,595	340	58	49	10,616	2,035	365	355	12,211	2,375	423	404	25,163	2,310	2,090	697	37,374	4,685	2,513	1,101

APPENDIX C.

Statement of Departures from Penang for Southern India during 1921.

MONTH.	Number of Steamers.	EMIGRANTS.	
		Adults.	Minors.
January	Four	6,183	241
February	Four	5,547	244
March	Four	5,265	295
April	Five	6,175	265
May	Four	5,257	328
June	Five	4,492	285
July	Four	4,666	317
August	Four	4,154	326
September	Four	4,744	396
October	Five	4,322	425
November	Five	3,830	234
December	Four	3,277	283
Total	Fifty-two	57,912	3,639

Statistics of Labourers employed on Estates and in Public Departments

PLACE OF EMPLOYMENT.	INDIANS.									CHINESE.									
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
<i>Singapore.</i>																			
Alexandra Brick-works ...	109	4	40	...	1	72	23	88	1.14	57	85	...	32	2	...	...	50	80	...
Anamalai Chetty ...	5	...	3	...	...	...	1	5	...	7	...	...	...	...	...	...	...	...	...
Alagappa Chetty ...	6	...	...	...	...	...	3	4	...	3	...	...	...	...	...	...	...	...	...
Ayer Gumaroo ...	5	...	...	...	...	2	1	2	...	2	...	...	...	...	...	...	...	...	...
Aik Cheong ...	...	...	...	...	...	...	...	...	...	10	...	...	...	...	...	...	...	10	...
Asiatic Petroleum Co.	...	...	...	...	...	...	...	...	...	273	...	49	...	...	...	96	257	...	...
Abdul Kader & Co.	220	...	...	...	...	...	...	220	...	220	150	...	...	...	...	...	150	...	...
Bukit Sembawang Rubber Co. ...	185	...	18	...	...	...	41	151	...	162	634	...	20	...	...	83	620	...	...
Bukit Timah Rubber Estate ...	5	...	14	...	...	...	14	5	...	5	46	...	...	...	...	44	2	...	...
Bugis Rubber Works	5	...	14	22	...	...	7	27	...	34	6	...	14	...	...	6	14	...	...
Bukit Panjang Rubber Estate ...	60	...	13	...	...	...	8	67	...	65	6	...	...	...	...	...	6	...	...
Brossard Mopin ...	55	...	6	...	...	...	44	16	...	17	3	...	10	...	...	6	4	...	...
Central Engine Works	28	...	11	1	...	...	...	36	...	40	147	...	26	...	...	13	164	...	...
Cable Depot, Eastern Extension Telegraph Co. ...	1	...	...	...	...	...	...	1	...	1	118	...	3	...	...	4	116	...	...
Fraser & Cumming...	...	...	...	...	...	...	...	...	...	...	46	...	...	...	...	35	18	...	...
Firestone Tire & Rubber Co. ...	...	...	...	...	...	...	...	...	...	...	28	...	92	...	...	7	82	...	...
Grove ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Ho Hong Portland Cement Works ...	142	...	14	...	...	...	123	61	...	33	238	...	82	...	...	88	249	...	...
Henlay, W. T. ...	...	...	204	...	...	...	50	159	...	154	...	...	...	...	...	...	...	...	...
Kee San ...	...	...	...	...	...	...	...	...	...	...	22	...	...	...	...	...	22	...	...
Loh Lai Seng ...	2	...	...	...	...	...	2	...	...	...	5	...	49	...	...	22	26	...	...
Marsiling ...	...	...	...	...	...	...	...	...	...	...	75	...	6	...	...	21	58	...	...
Montgreenen ...	...	...	...	...	...	...	...	...	...	...	4	...	1	...	...	2	3	...	...
Mandai-Tekong ...	3	...	1	...	...	...	...	4	...	4	2	5	...	...	...	1	5	...	...
Nisshim Rubber ...	1	...	3	...	...	...	3	...	...	1	133	...	132	...	...	158	99	...	...
Nah Giap Seng ...	...	...	...	...	...	...	...	...	...	...	7	...	...	...	...	...	7	...	...
Nederlandsche Gutta Percha ...	...	...	...	...	...	...	...	...	...	...	53	...	9	...	...	9	49	...	...
Oriental Telephone & Electric Co. ...	23	...	29	...	...	...	16	37	...	36	24	...	16	...	...	8	32	...	...
Ohero Rubber ...	2	...	...	...	...	...	...	2	...	2	...	...	...	...	...	...	...	...	...
Pasir Panjang Rubber	75	...	38	...	...	...	57	49	...	56	...	...	...	...	...	...	...	...	...
Perseverance Rubber	14	...	...	...	...	...	14	7	...	...	1	...	...	...	...	1	1	...	...
Puloe Brani Smelting Works ...	115	...	57	...	1	...	73	86	1.16	98	307	...	140	...	4	178	252	1.59	...
Raman Chetty ...	...	...	...	...	...	...	...	...	...	...	3	...	1	...	...	2	3	...	...
Ramasamy Naidoo ...	1	...	...	...	...	...	...	1	...	1	...	...	...	...	...	...	...	...	...
Seng Boo Lim ...	...	...	...	...	...	...	...	...	...	...	49	...	200	...	...	139	76	...	...
Singapore United Rubber Plantations	169	...	21	...	...	...	47	144	...	143	88	...	9	...	...	37	61	...	...
Serangoon Rubber ...	...	...	...	...	...	...	...	...	...	...	6	...	...	...	...	...	6	...	...
Siglap Rubber & Coconut ...	7	...	...	...	...	...	4	3	...	3	1	...	1	...	...	2	1	...	...
Singapore Cold Storage ...	...	...	...	...	...	...	...	...	...	...	96	...	5	...	...	14	87	...	...
Singapore Electric Tramways ...	145	...	5	...	...	...	...	150	...	150	...	...	...	...	...	...	...	...	...
<i>Carried forward</i> ...	1,383	4	491	23	2	74	531	1,325	150	1,294	2,666	5	897	2	4	1,026	2,560	156	...

X D.

Singapore, Penang, Province Wellesley and the Dindings in 1921.

No.	JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT	
	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.			
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.						
1	33	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42		
1	...	34	...	...	31	23	52	...	41	2	...	2	...	...	...	1	3	...	3	Alexandra Brick-Works.		
1	Anamalai Chetty.	
1	1	...	1	2	...	...	...	...	...	...	2	...	2	...	Alagappa Chetty.	
1	Ayer Gumaroo.	
1	487	...	28	...	...	...	94	464	...	421	...	Aik Cheong.	
1	Asiatic Petroleum Co.	
1	...	111	...	...	...	69	286	...	273	...	...	...	...	...	...	...	...	...	...	...	Abdul Kader & Co.	
5	...	9	...	...	...	5	18	...	19	...	...	...	...	...	...	...	...	...	...	...	Bukit Sembawang Rubber Co.	
4	...	41	2	...	...	81	37	...	16	...	...	23	6	1	...	4	18	5'36	24	...	Bukit Timah Rubber Estate.	
2	2	2	...	2	...	...	...	...	...	...	...	...	...	...	...	Bugis Rubber Works.	
5	...	7	...	...	...	8	21	...	24	16	...	...	2	...	...	7	12	...	...	...	Bukit Panjang Rubber Estate.	
3	...	1	...	...	...	...	14	...	14	19	...	...	...	...	...	2	18	...	...	...	Brossard Mopin.	
6	5	...	...	...	...	...	...	5	...	...	...	Central Engine Works	
2	...	1	...	...	...	14	10	...	9	...	...	...	...	...	...	...	...	...	...	...	Cable Depôt, Eastern Extension Telegraph Co.	
5	...	4	...	...	...	5	34	...	35	10	...	10	...	...	...	...	...	...	...	...	Fraser & Cumming.	
3	3	1	...	...	...	...	...	...	...	...	...	...	...	...	...	Firestone Tire & Rubber Co.	
2	Grove.	
5	Ho Hong Portland Cement Works.
3	Henlay, W. T.
2	...	17	...	...	...	9	8	...	10	...	...	...	...	...	...	...	...	...	...	...	...	Kee San.
3	Lob Lai Seng.
3	...	8	...	...	...	32	164	...	149	52	...	20	...	...	...	12	53	...	60	...	Marsiling.	
1	84	...	96	...	1	...	61	131	76	118	...	Montgreenen.	
1	Mandai-Tekong.
1	Nisshim Rubber.
1	Nah Giap Seng.
1	Nederlandsche Gutta Percha.
1	Oriental Telephone & Electric Co.
1	Ohero Rubber.
1	47	25	...	2	9	...	1	...	...	...	...	10	...	10	...	...	Pasir Panjang Rubber
1	Perseverance Rubber.
1	...	34	...	2	...	49	182	1'09	179	50	...	14	...	...	...	17	51	...	47	...	...	Puloe Brani Smelting Works.
1	Raman Chetty.
1	Ramasamy Naidoo.
1	...	41	...	...	...	26	9	...	15	...	...	...	...	...	...	...	...	...	...	...	...	Seng Boo Lim.
1	Singapore United Rubber Plantations
1	...	36	...	...	...	84	290	...	312	...	...	...	...	...	...	...	...	...	...	...	...	Serangoon Rubber.
1	Siglap Rubber & Coconut.
1	9	14	...	10	...	...	...	...	...	...	...	...	...	...	...	...	Singapore Cold Storage.
1	2	11	...	16	...	...	...	...	...	...	...	...	...	...	...	...	Singapore Electric Tramways.
18	...	470	2	2	31	509	1,253	160	1,228	748	...	194	8	2	...	210	784	26	738	...	Carried forward.	

Statistics of Labourers employed on Estates and in Public Departments in

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st Decem-ber, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st Decem-ber 1921.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward</i> ...	1,383	4	491	23	2	74	531	1,325	150	1,294	2,666	5	897	2	4	...	1,026	2,560	156	2,540
Swanson & Sehested Seletar Rubber ...	109	...	38	...	...	...	31	109	...	116	117	...	68	...	...	...	21	159	...	164
Singapore Shipway & Engineering ...	...	...	...	...	...	...	...	...	...	...	450	...	22	...	...	...	266	382	...	206
Trafalgar Ltd. ...	...	...	20	...	...	...	...	15	...	20	3	...	...	...	...	...	...	3	...	3
Tampinis Cement Tile Works ...	...	...	...	...	...	...	...	...	...	...	33	...	11	...	...	...	9	40	...	35
Topham, Jones & Railton ...	236	...	239	...	...	...	84	273	...	391	595	...	384	...	10	...	230	594	168	739
Tan Kah Kee ...	...	...	...	...	...	...	...	...	...	...	950	...	725	...	...	...	162	1,301	...	1,513
Ulobri Rubber ...	43	...	30	...	...	...	68	26	...	5	...	...	...	...	...	...	...	...	...	...
Ulu Pandan (S'pore) Rubber ...	12	...	2	4	...	...	3	14	...	15	27	...	5	...	...	...	24	7	...	8
United Engineers ...	455	...	...	...	...	...	267	319	...	188	675	...	217	...	...	...	100	768	...	792
Veerappa Chetty ...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	1	...	...	...
W. W. & Co. ...	...	...	...	...	...	...	...	...	...	...	2	...	37	...	...	...	...	27	...	39
Ye Hoe Yuan ...	...	...	...	...	...	...	...	...	...	...	6	...	...	...	...	...	...	6	...	6
Total (Singapore) ...	2,339	4	826	27	3	74	1,062	2,150	140	2,057	5,525	5	2,366	2	14	...	1,839	5,847	239	6,045
<i>Penang.</i>																				
Balik Pulau ...	26	...	8	...	...	1	13	18	...	20	...	...	56	...	...	6	20	7	...	30
Glugor ...	39	...	39	...	...	...	12	61	...	66	...	...	...	...	...	...	...	...	...	...
Sin Hong Huat ...	13	...	3	...	...	...	2	13	...	14	5	...	1	...	...	...	...	5	...	6
Sungei Glugor ...	21	...	7	...	...	...	5	21	...	23	9	...	5	...	...	...	3	9	...	11
Sugei Nibong ...	40	...	19	...	...	...	9	40	...	50	14	...	8	...	...	...	...	18	...	22
Total (Penang) ...	139	...	76	...	...	1	41	153	...	173	28	...	70	...	...	6	23	39	...	69
<i>Province Wellesley.</i>																				
Alma ...	172	...	169	...	1	59	34	226	44	247	...	...	...	...	...	...	...	...	...	...
Bakap Plantations ...	182	3	97	48	3	104	16	192	156	207	...	...	...	...	...	...	...	...	...	...
Batu Kawan ...	726	14	31	...	4	135	133	617	65	499	30	...	10	...	...	...	12	32	...	28
Bertam ...	2,301	159	943	33	25	744	626	2,196	114	2,041	...	...	...	...	...	...	...	...	...	...
Bukit Tambun ...	118	...	103	...	...	61	23	131	...	137	...	...	...	...	...	...	...	...	...	...
Bukit Toh Alang ...	128	2	66	...	3	...	42	141	213	151	...	...	1	...	...	...	1	...	...	...
Byram ...	387	...	60	41	1	34	91	360	28	362	1	...	...	...	...	...	...	1	...	1
Caledonia ...	553	...	196	...	13	...	153	610	213	583	...	...	...	...	...	...	...	...	...	...
Changkat ...	425	...	37	...	2	26	121	360	56	313	...	...	...	...	...	...	...	...	...	...
Gin Hong ...	17	...	2	...	...	...	19	4	...	...	...	...	...	...	...	...	...	...	...	...
Golden Grove ...	242	2	...	33	...	56	55	183	...	166	18	...	12	...	...	...	21	22	...	9
Jawi ...	313	24	12	11	2	21	131	262	76	206	...	...	...	...	...	...	...	...	...	...
Juru ...	342	...	7	4	1	31	33	312	32	288	3	...	1	...	...	...	2	3	...	2
Kampong Lima ...	42	...	35	...	...	...	71	24	...	6	...	...	...	...	...	...	...	...	...	...
Keat Hin ...	17	...	29	...	...	1	17	16	...	28	1	...	...	...	...	...	1	...	...	...
Kebun Kechil ...	...	...	146	...	...	116	25	11	...	5	...	...	...	...	...	...	...	...	...	...
Krian ...	252	...	8	9	1	50	239	42	217	...	...	...	...	...	...	...	...	...	...	...
Krian (Kedah) ...	72	2	85	...	...	9	45	90	...	105	...	...	...	...	...	...	...	...	...	...
Lee Seng Coconut ...	37	...	5	...	...	...	4	36	...	38	4	...	1	...	...	...	...	4	...	5
Malakoff ...	613	1	23	6	2	141	47	528	38	453	1	...	1	...	...	...	...	2	...	2
Carried forward ...	6,939	207	2,054	185	58	1,539	1,736	6,538	887	6,052	58	...	26	...	...	...	37	64	...	47

D.—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1921.—Continued.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.		
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
1,298	...	470	2	2	31	509	1,253	160	1,228	748	...	194	8	2	...	210	784	26	738	Brought forward.	
2	2	...	2	...	...	1	...	...	...	...	...	...	1	Swanson & Sehested.	
100	100	63	...	...	...	...	...	...	...	...	...	...	...	...	Seletar Rubber,	
4	4	...	4	12	...	...	...	...	...	...	12	...	12	Singapore Shipway &	
41	22	26	...	19	1	...	...	...	...	...	...	1	...	1	Engineering.	
2	...	1	...	...	...	...	3	...	3	...	...	...	...	...	...	...	...	...	...	Trafalgar Ltd.	
40	...	66	...	...	...	20	55	...	86	63	...	137	...	1	...	161	61	1'66	38	Tampinis Cement Tile	
...	Works.	
...	Topham, Jones &
...	Railton.
...	Tan Kah Kee.
...	Ulobri Rubber.
13	...	2	...	...	...	8	8	...	7	...	...	...	...	...	...	...	...	...	...	...	Ulu Pandan (S'pore)
102	...	117	...	...	...	28	162	...	191	17	...	9	...	...	3	19	...	...	...	Rubber.	
...	United Engineers.
...	Veerappa Chetty.
...	W. W. & Co.
...	Ye Hoe Yuan.
1,602	...	656	2	2	31	687	1,576	127	1,540	841	...	341	8	3	...	374	877	342	813	Total. (Singapore)	
...	Penang.
...	8	...	...	...	1	2	...	7	...	Balik Pulau.
...	5	...	...	...	...	...	2	3	...	3	...	Glugor.
...	2	...	...	...	...	...	...	2	...	...	...	Sin Hong Huat.
...	15	...	98	...	...	...	3	55	...	110	...	Sungei Glugor.
...	Sungei Nibong.
...	22	...	106	...	...	...	6	62	...	122	...	Total (Penang)
...	Province Wellesley.
...	15	...	16	...	...	...	28	16	...	3	...	Alma.
74	...	4	...	...	14	5	64	...	59	...	...	...	...	...	...	...	...	...	...	...	Bakap Plantations.
...	...	233	...	...	31	23	91	...	179	...	...	...	...	...	...	...	...	...	...	...	Batu Kawan.
...	Bertam.
...	125	...	131	...	...	...	95	147	...	161	...	Bukit Tambun.
147	...	8	...	1	3	33	129	78	118	3	...	...	...	...	...	3	...	...	3	...	Bukit Toh Alang.
...	1	...	...	...	...	...	1	...	...	...	...	Byram.
...	Caledonia.
...	51	...	...	...	...	25	...	...	...	Changkat.
...	6	...	...	...	...	...	3	5	...	...	...	Gin Hong.
180	...	29	...	2	25	25	168	1'19	157	6	...	4	...	...	...	2	...	...	...	...	Golden Grove.
...	14	...	...	...	...	...	3	14	...	...	...	Jawi.
...	35	...	30	...	...	...	29	38	...	...	...	Juru.
...	...	36	...	...	...	6	12	...	30	20	...	31	...	...	...	28	17	...	...	...	Kampong Lima.
...	33	...	...	...	12	21	...	...	...	Keat Hin.
...	20	...	...	...	...	...	16	2	...	...	...	Kebun Kechil.
35	...	17	...	...	21	23	18	...	8	20	...	...	...	...	...	16	7	...	...	...	Krian.
...	52	...	18	...	...	...	1	43	40	...	...	Krian (Kedah)
...	8	...	16	...	...	...	...	12	...	...	...	Lee Seng Coconut.
...	17	...	84	...	...	65	...	34	...	...	...	Malakoff.
436	...	327	...	3	94	115	482	62	551	316	...	414	5	...	94	253	365	...	388	Carried forward.	

Statistics of Labourers employed on Estates and in Public Departments

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward</i>	6,939	207	2,054	185	58	1,539	1,736	6,538	887	6,052	58	...	26	...	...	...	37	64	...	49
Mayfield ...	204	...	112	...	7	...	61	232	3'02	248	40	...	...	...	...	...	40	20	...	...
Permatang Langat ...	9	...	...	...	...	...	3	7	...	6	...	...	...	...	...	...	...	...	...	...
Prye Rubber & Coconut ...	460	...	1	28	2	90	55	408	49	342	...	...	...	...	...	...	...	...	...	...
Prye (Township) ...	65	...	...	35	...	26	...	65	...	74	...	...	...	...	...	...	...	...	...	...
Sempah ...	310	...	80	...	2	70	80	275	73	238	...	...	...	...	...	...	...	...	...	...
Simpang ...	210	7	94	...	3	...	75	235	1'28	233	...	...	...	...	...	...	...	...	...	...
Sungei Duri ...	46	2	41	18	1	12	42	49	2'04	52	...	...	...	...	...	...	...	...	...	...
Sungei Kechil ...	118	...	15	...	1	7	13	114	88	112	...	...	...	...	...	...	...	...	...	...
Trans-Krian ...	254	1	53	78	5	81	77	213	2'35	223	...	...	...	...	...	...	...	...	...	...
Toh Kandang ...	6	...	...	...	...	...	6	2	...	...	10	...	...	...	...	...	10	3	...	...
Val d'or ...	502	...	101	...	...	168	15	472	...	420	39	...	21	...	...	1	39	21	...	2
Yorak ...	44	...	35	2	1	...	23	46	2'17	57	1	...	...	...	...	...	1	...	...	...
Total (Province Wellesley)	9,167	217	2,586	346	80	1,993	2,186	8,656	924	8,057	148	...	47	...	...	1	127	108	...	6
<i>Dindings.</i>																				
Cashwood ...	251	1	98	5	...	65	143	192	...	147	...	...	...	...	...	...	...	...	...	...
Dindings Coconut ...	352	2	39	1	1	9	44	345	29	340	16	...	1	...	...	...	7	12	...	10
Kampong Acheh ...	36	...	6	...	...	...	7	36	...	35	...	...	...	...	...	...	...	...	...	...
Kramat ...	221	...	10	...	1	...	168	100	1'00	62	...	...	...	...	...	...	...	...	...	...
Harcroft ...	323	2	...	8	2	17	10	311	64	304	...	...	...	...	...	...	...	...	...	...
Pandut ...	606	...	29	...	3	13	149	530	57	470	...	...	...	...	...	...	...	...	...	...
Sandycroft ...	197	...	...	...	...	17	135	90	...	45	...	...	...	...	...	...	...	...	...	...
Segari Rubber ...	126	2	3	...	...	31	21	105	...	79	...	...	...	...	...	...	...	...	...	...
Total (Dindings)	2,112	7	185	14	7	152	677	1,709	410	1,482	16	...	1	...	...	...	7	12	...	10
GOVERNMENT DEPARTMENTS.																				
<i>Singapore</i>																				
Botanical Gardens ...	48	...	76	...	1	12	22	83	1'20	89	2	...	...	...	...	...	...	2	...	2
F. M. S. Railways ...	283	...	318	...	2	1	452	283	1'37	146	538	...	84	...	4	...	451	311	1'28	167
Municipality ...	3,527	...	581	...	...	...	73	3,954	...	4,035	918	...	10	...	...	...	240	1,126	...	688
Public Works Department ...	594	...	52	...	...	...	234	404	...	412	...	...	...	...	...	...	...	...	...	...
Port Health Officer ...	21	...	66	...	...	...	14	70	...	73	1	...	...	...	...	...	...	1	...	1
Survey Department ...	1	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...
Singapore Harbour Board ...	1,989	...	913	...	...	...	816	2,199	...	2,086	3,276	7	1,408	...	1	...	1,429	3,656	03	3,261
Total (Singapore)	6,463	...	2,006	...	3	13	1,612	6,993	043	6,841	4,735	7	1,502	...	5	...	2,120	5,096	098	4,119
<i>Penang.</i>																				
Assistant Postmaster-General ...	72	...	45	...	1	...	36	72	1'39	80	...	...	...	...	...	...	...	...	...	...
Chief Medical Officer ...	43	...	16	...	...	...	17	43	...	42	...	...	1	...	...	...	...	...	...	1
Dy. Colonial Engineer, P. W. D. ...	298	...	234	6	10	19	212	318	3'14	297	22	...	19	...	...	...	14	24	...	27
<i>Carried forward</i>	413	...	295	6	11	19	265	433	2'54	419	22	...	20	...	...	...	14	24	...	28

D.—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1921.—Continued.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.		
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
436	...	327	...	3	94	115	482	62	551	316	...	414	5	...	94	253	365	...	388	Brought forward.	
117	2	...	39	95	...	76	43	...	56	...	...	...	29	58	...	70	Mayfield.	
118	7	1	14	12	107	93	98	52	...	4	...	...	...	39	38	...	17	Permantang Langat.	
...	2	...	1	...	...	...	...	2	...	3	Prye Rubber & Coconut.	
...	25	...	36	...	...	6	26	35	...	29	Prye (Township)	
...	Sempah.	
...	Simpang.	
...	Sungei Duri.	
...	Sungei Kechil.	
47	3	1	12	37	29	3.45	...	3	...	...	...	...	...	1	2	...	2	Trans-Krian.	
...	20	...	...	...	...	...	20	7	...	...	Toh Kandang.	
11	...	16	...	...	25	2	8	...	...	3	...	2	...	...	2	3	1	...	...	Val d'or.
...	3	...	90	...	...	...	15	61	...	78	Yorak.	
729	...	343	10	7	145	205	721	971	725	467	...	603	5	...	102	386	569	...	587	Total (Province Wellesley)	
...	Dindings.
...	6	...	3	...	...	...	1	7	...	8	Cashwood.	
...	1	...	1	...	...	...	1	...	...	1	Dindings Coconut.	
...	1	Kampong Acheh.
...	Kramat.
...	Harcroft.
...	Pundut.
...	Sandycroft.
...	Segari Rubber.
...	7	...	4	...	...	...	2	7	...	9	Total (Dindings)	
...	GOVERNMENT DEPARTMENTS. Singapore.
39	...	53	13	70	...	79	Botanical Gardens.
22	...	4	...	...	...	24	16	...	2	16	...	...	8	...	...	7	12	...	11	F. M. S. Railways.
850	3	8	...	...	...	153	776	...	708	14	...	31	...	...	...	1	42	...	44	Municipality.
...	Public Works Department.
...	Port Health Officer.
33	...	25	10	43	...	48	Survey Department.
147	...	56	...	...	...	61	161	...	142	221	...	12	...	...	...	55	201	...	178	Singapore Harbour Board.
1,091	3	146	...	...	...	261	1,066	...	979	251	...	43	8	...	...	63	255	...	233	Total (Singapore)
...	Penang.
...	12	...	8	...	...	...	4	14	...	10	Assistant Postmaster-General.	
...	Chief Medical Officer
...	...	1	...	...	...	1	...	...	...	3	...	43	...	...	...	23	16	...	23	Dy. Colonial Engineer, P.W.D.
...	...	1	...	...	...	1	...	...	...	15	...	51	...	...	...	27	30	...	33	Carried forward.

Statistics of Labourers employed on Estates and in Public Departments in

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st Decem-ber, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st Decem-ber, 1921.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward ...</i>	413	...	295	6	11	19	265	433	2'54	419	22	...	20	...	...	...	14	24	...	28
Penang Harbour Board (Prye River Dock)...	78	...	54	...	...	12	15	81	...	105	114	...	41	...	...	31	31	99	...	93
Penang Harbour Board (Wharves)...	137	...	279	...	...	4	199	234	...	213	21	...	27	...	...	...	19	28	...	29
Railway Construction Rural Board ...	584	...	213	...	11	...	526	431	2'55	260	123	...	102	...	1	...	121	143	70	103
Survey Department Municipality ...	20	...	36	...	...	...	23	29	...	33	...	...	...	...	...	...	...	...	...	...
	1,985	...	37	83	...	...	8	2,058	...	2,097	221	...	5	...	...	...	5	220	...	221
Total (Penang)	3,237	...	914	89	22	35	1,036	3,286	670	3,147	501	...	195	...	1	31	190	514	195	474
<i>Province Wellesley.</i>																				
Public Works Department ...	583	...	399	71	3	64	358	674	45	628	18	...	16	...	...	1	14	19	...	19
Rural Board ...	51	...	...	...	...	...	...	51	...	51	...	...	...	...	...	...	...	...	...	...
Railway Construction	102	...	243	...	2	138	100	96	2'08	105	694	...	199	...	...	...	648	438	...	245
Total (Province Wellesley)	736	...	642	71	5	202	458	821	609	784	712	...	215	...	...	1	662	457	...	264
<i>Dindings.</i>																				
Public Works Department ...	157	...	82	...	2	25	45	164	1'22	167	1	...	2	...	...	...	...	2	...	3
Total (Dindings)	157	...	82	...	2	25	45	164	1'22	167	1	...	2	...	...	...	...	2	...	3
SUMMARY. Estates.																				
Singapore ...	2,339	4	826	27	3	74	1,062	2,150	140	2,057	5,525	5	2,366	2	14	...	1,839	5,847	239	6,045
Penang ...	159	...	76	...	...	1	41	153	...	173	28	...	70	...	...	6	23	39	...	69
Province Wellesley...	9,167	217	2,586	346	80	1,993	2,186	8,656	924	8,057	148	...	47	...	...	1	127	108	...	67
Dindings ...	2,112	7	165	14	7	152	677	1,709	410	1,482	16	...	1	...	...	...	7	12	...	10
GRAND TOTAL.	13,777	228	3,653	387	90	2,220	3,966	12,668	710	11,769	5,717	5	2,484	2	14	7	1,996	6,006	233	6,191
GOVERNMENT DEPARTMENTS. Summary.																				
Singapore ...	6,463	...	2,006	...	3	13	1,612	6,993	043	6,841	4,735	7	1,502	...	5	...	2,120	5,096	098	4,119
Penang ...	3,237	...	914	89	22	35	1,036	3,286	670	3,147	501	...	195	...	1	31	190	514	195	474
Province Wellesley...	736	...	642	71	5	202	458	821	609	784	712	...	215	...	1	662	457	...	...	264
Dindings ...	157	...	82	...	2	25	45	164	1'22	167	1	...	2	...	...	...	...	2	...	3
GRAND TOTAL.	10,593	...	3,644	160	32	275	3,151	11,264	284	10,939	5,949	7	1,914	...	6	32	2,972	6,069	099	4,860

D.—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1921.—Continued.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.		
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
...	...	1	...	...	...	1	...	...	...	15	...	51	...	...	...	27	30	...	33	Brought forward.
...	21	...	4	...	...	...	...	22	...	25	Penang Harbour Board (Prye River Dock).	
...	16	...	125	...	...	...	16	50	...	109	Penang Harbour Board (Wharves)	
...	23	...	35	...	...	...	8	12	...	8	Railway Construction	
...	23	...	35	...	...	...	41	18	...	17	Rural Board.	
43	1	42	...	42	29	...	1	...	...	...	29	...	30	17	Survey Department.	
43	...	1	...	...	...	2	42	...	42	104	...	216	...	...	...	92	161	...	222	Total (Penang)
...	129	...	22	5	1	...	60	116	86	95	Province Wellesley.	
...	21	...	69	...	...	...	67	29	...	23	Public Works Department.	
...	150	...	91	5	1	...	127	145	690	118	Rural Board.	
...	118	Total (Province Wellesley)
...	Dindings.
...	11	...	30	...	...	...	17	20	...	24	Public Works Department.	
...	11	...	30	...	...	...	17	20	...	24	Total (Dindings)	
1,602	...	656	2	2	31	687	1,576	127	1,540	841	...	341	8	3	...	374	877	342	813	SUMMARY.	
729	...	343	10	7	145	205	721	971	725	467	...	106	5	...	102	386	569	...	587	Estates.	
...	7	...	4	...	...	2	7	...	...	9	Singapore.	
2,331	...	999	12	9	176	892	2,297	391	2,265	1,337	...	1,054	13	3	102	768	1,515	198	1,531	Penang.	
1,091	3	146	...	...	...	261	1,066	...	979	251	...	43	8	...	...	63	255	...	243	Province Wellesley.
43	...	1	...	...	...	2	42	...	42	104	...	216	...	...	...	92	161	...	222	Dindings.
...	150	...	91	5	1	...	127	145	690	118	GRAND TOTAL.	
...	11	...	30	...	...	...	17	20	...	24	GOVERNMENT DEPARTMENTS.	
1,134	3	147	...	...	...	263	1,108	...	1,021	516	...	380	13	1	...	299	581	172	607	Singapore.

APPENDIX E.

List of Tamil Schools on Estates in Province Wellesley at the end of 1921.

Name of Estates.	Average attendance.	Remarks.
<i>Province Wellesley.</i>		
Batu Kawan Estate	34	Recommended for Grant-in-aid.
Bertam Estate	29	
Byram Estate	25	
Caledonia Estate (St. Anthony's Roman Catholic School)	24	Do.
Caledonia Estate	21	Do.
Changkat Estate	14	
Jawi Estate	33	
Krian Estate	28	
Malakoff Estates	22	
Mayfield Estates	15	
Prye Estate	21	Do.

Statistics of Labourers employed on Estates

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number employed on 1st April, 1921.	Additions			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.
		Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
Alor Gajah ...	96	20	16	...	8	7	20	96	11'11	97
Ayer Molek	38	...	45	35	47	...	48
Ayer Panas ...	310	124	254	5	6	75	242	339	2'368	370	14	...	...	...	...	11	6	...	3
Ayer Rajah ...	51	...	32	...	1	...	15	52	2'56	67	30	...	...	...	...	...	30	...	30
Ayer Salak ...	...	...	...	...	...	...	...	...	...	...	24	...	13	...	...	4	28	...	33
Batang Malaka ...	282	...	16	55	3	72	82	228	1'76	196	...	...	...	...	...	...	...	...	...
Batu Berkarat ...	94	...	99	7	6	23	64	96	8'33	98	...	...	65	...	...	59	20	...	6
Batulang ...	233	12	178	...	3	56	156	150	2'67	208	...	...	...	...	...	...	...	...	...
Bekoh ...	89	3	22	...	2	5	24	77	3'47	83	...	...	...	...	...	...	...	...	...
Bemban (Dunlop) ...	77	...	121	...	2	...	53	88	3'03	143	...	...	...	...	...	...	...	...	...
Bemban ...	...	...	...	...	...	...	...	...	...	...	18	...	...	...	...	...	...	18	18
Beng Kong Seng ...	...	...	...	...	...	...	...	...	...	...	29	...	1	...	...	...	30	30	30
Bertam ...	333	14	183	...	4	135	165	293	1'83	226	122	...	44	...	...	3	131	...	163
Bishop of Malacca ...	...	...	...	...	...	...	...	...	...	...	40	...	2	...	...	2	40	...	40
Bukit Asahan ...	502	41	45	...	3	74	311	358	1'12	200	95	...	232	...	5	90	205	...	232	
Bukit K. B. ...	...	...	...	...	...	...	...	...	...	...	18	...	2	...	...	2	18	...	18
Bukit Kajang ...	688	48	276	6	11	332	304	474	3'09	371	241	...	2	...	...	183	107	...	60
Bukit Katil ...	9	...	...	...	...	...	5	5	...	4	...	...	60	...	...	19	24	...	41
Bukit Lintang ...	166	9	14	4	3	13	15	167	2'40	162	1	...	...	...	...	...	1	...	1
Chan Cheng Siew ...	4	...	...	...	...	...	2	3	...	2	167	...	22	...	...	65	139	...	124
Chan Geok Kum ...	...	...	...	...	...	...	...	...	...	...	35	...	4	...	...	3	35	...	36
Chan Kang Swee ...	...	...	...	...	...	...	...	...	...	...	52	...	...	...	...	34	29	...	18
Chempedak ...	101	...	21	...	...	4	8	106	...	110	...	...	...	...	...	...	...	...	...
Cheng ...	191	...	55	7	1	44	28	175	76	180	...	...	...	...	...	...	...	...	...
Chi Sim Chong ...	...	...	...	...	...	...	...	...	...	...	12	...	10	...	...	...	17	...	22
Devon ...	927	136	174	56	17	215	328	831	2'73	733	199	...	152	...	...	141	216	...	210
Diamond Jubilee ...	944	60	173	18	13	83	425	801	2'16	674	66	...	15	...	...	51	40	...	30
Durian Tungal ...	228	3	29	4	1	18	217	129	1'04	28	1	...	...	...	...	1	1	...	...
E. Kong Guan I ...	...	...	...	...	...	...	...	...	...	...	9	...	16	...	...	10	15	...	15
E. Kong Guan II ...	...	...	...	...	...	...	...	...	...	...	49	...	8	...	...	24	33	...	33
E. Kong Guan III ...	...	...	...	...	...	...	...	...	...	...	21	...	16	...	...	12	18	...	25
Gadek ...	272	...	119	...	4	128	85	228	2'33	174	...	...	32	...	...	32	8	...	...
Gadek (Chetty) ...	170	22	299	22	5	211	86	198	3'37	201	...	...	...	...	...	...	...	...	...
Garing ...	259	...	92	54	3	84	131	215	1'87	187	...	...	...	...	...	...	...	...	...
Goh Soh Pin ...	...	...	...	...	...	...	...	...	...	...	125	...	107	...	...	109	107	...	123
Goodyear ...	...	...	...	...	...	...	...	...	...	...	16	...	5	...	...	21	14	...	...
Investing Rubber ...	4	...	...	...	...	...	4	3	...	...	28	...	16	...	...	1	32	...	43
Jasin ...	187	33	22	11	1	20	41	194	69	191	...	...	...	...	...	...	...	...	...
Jasin Lallang ...	238	25	530	3	10	235	176	356	3'75	375	...	...	...	...	...	...	...	...	...
Kelemak ...	128	...	164	1	...	26	72	164	...	195	84	...	106	...	...	29	88	79	73
Kemendore ...	151	...	33	...	1	10	77	119	1'12	96	185	...	45	...	42	67	146	...	121	
Kempas (Home) ...	164	...	86	...	3	19	71	152	2'63	157	...	...	...	...	...	...	...	...	...
Kempas (Lubok China) ...	97	11	46	...	...	33	40	84	...	81	...	...	...	...	...	...	...	...	...
Kemuning ...	150	...	109	...	...	14	79	148	...	166	166	...	43	...	...	44	168	...	165
Krubong ...	123	...	39	47	4	25	59	123	4'33	121	...	...	10	...	...	6	1	...	4
Kru ...	354	21	163	...	3	115	130	334	1'20	290	...	...	...	...	...	...	...	...	...
Lee Thin ...	...	...	...	...	...	...	...	...	...	...	8	...	5	...	...	4	10	...	9
Lendu ...	230	6	...	...	3	...	28	220	1'81	205	31	...	1	...	...	6	29	...	26
Leong Long Man ...	...	...	...	...	...	...	...	...	...	...	30	...	9	...	...	32	...	...	39
Leong Tow Poon ...	...	...	...	...	...	...	...	...	...	...	144	...	14	...	...	26	131	...	132
Leong Watt Hin ...	...	...	...	...	...	...	...	...	...	...	30	...	11	...	...	5	33	...	36
Lim Kim Suah ...	...	...	...	...	...	...	...	...	...	...	36	...	...	...	...	...	36	...	36
Lim Peh ...	...	...	...	...	...	...	...	...	...	...	57	...	8	...	...	...	60	...	65
Malacca Pinda (Home) ...	1	...	28	...	...	...	28	1	...	1	84	...	55	...	...	52	97	...	87
Malacca Pinda (Division II) ...	25	...	2	...	2	...	15	14	19'05	10	41	...	46	...	...	50	38	...	37
Melekek ...	...	...	2	...	...	...	...	1	...	2	338	...	81	...	...	139	287	...	280
Merlimau ...	776	128	63	433	17	241	249	867	2'67	993	10	...	...	...	...	2	9	...	8
Carried forward ...	8,654	716	3,495	733	140	2,317	3,835	7,889	2'37	7,297	2,694	...	1,303	...	76	1,401	2,565	...	2,520	

DIX F.

and in Public Departments in Malacca in 1921.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p a.	Number remaining on 31st December, 1921.		
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
...	Alor Gajah	
...	24	...	32	...	...	...	12	30	...	44	Ayer Molek	
...	6	...	7	...	...	3	8	4	...	2	Ayer Panas	
...	5	...	...	...	...	...	5	Ayer Rajah	
...	5	Ayer Salak	
...	Batang Malaka	
...	7	...	...	...	7	3	...	...	Batu Berkarat	
...	12	3	...	...	3	...	20	...	...	...	6	5	...	17	Batulang	
...	...	12	...	...	...	12	...	...	...	...	...	...	...	...	...	...	...	...	...	Bekoh
...	62	30	...	1	...	...	1	...	...	...	...	1	...	1	Bemban (Dunlop)	
...	...	63	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Bemban
...	Beng Kong Seng	
...	Bertam	
...	38	...	24	...	...	...	31	43	...	31	Bishop of Malacca	
...	5	...	2	...	...	...	...	6	...	7	Bukit Asahan	
121	...	116	...	...	21	168	96	...	48	21	...	23	...	...	...	20	13	...	24	Bukit K. B.
...	4	...	...	...	...	...	...	4	...	4	Bukit Kajang	
113	...	47	...	2	30	63	82	325	65	10	...	...	...	...	...	4	8	...	6	Bukit Katil
...	...	4	...	...	...	4	1	...	...	...	...	12	...	...	...	5	4	...	7	Bukit Lintang
...	4	...	1	...	...	...	2	3	...	3	Chan Cheng Siew	
...	...	5	...	...	...	...	4	...	6	78	...	...	...	...	...	30	63	...	48	Chan Geok Kum
1	1	...	...	...	...	1	...	...	Chan Kang Swee	
...	Champedak	
...	2	...	3	...	...	...	4	1	...	1	Cheng	
...	Chi Sim Chong	
73	...	34	...	...	...	107	18	...	...	...	...	17	...	...	...	6	7	...	11	Devon
...	5	...	62	...	...	...	42	16	...	25	Diamond Jubilee	
6	...	2	...	...	...	...	7	...	8	22	...	4	...	...	...	26	11	...	...	Durian Tunggal
5	...	5	...	...	...	5	3	...	5	17	...	22	...	...	...	14	23	...	25	E. Kong Guan I
...	22	...	8	...	...	...	...	25	...	30	E. Kong Guan II	
...	E. Kong Guan III	
...	8	...	...	...	...	...	1	8	...	7	Gadek	
...	Gadek Chetty	
...	Garing	
...	Goh Soh Pin	
...	Goodyear	
...	...	2	...	...	...	...	1	...	2	16	...	...	...	...	...	4	14	...	12	Investing Rubber
...	3	...	...	...	...	3	...	4	Jasin	
...	1	...	...	...	...	...	...	...	Jasin Lallang	
...	Kelemak	
...	28	...	42	...	...	...	46	23	...	24	Kemendore	
1	1	1	...	...	1	...	...	...	...	...	1	1	...	...	Kempas (Home)	
...	Kempas (Luboh China)	
...	Kemuning	
3	...	20	...	...	...	14	8	...	9	5	...	...	...	...	...	2	4	...	3	Krubong
...	3	3	3	Kru
...	1	Lee Thin
...	1	Lendu
...	Leong Long Man
...	Leong Tow Poon
...	4	10	...	8	58	...	25	...	...	...	24	55	...	59	Leong Watt Hin	
12	8	...	8	Lim Kim Suah
8	15	...	...	...	2	15	...	13	Lim Peh	
...	10	...	36	...	...	13	19	19	...	14	Malacca Pinda (Home)	
...	Malacca Pinda (Division II)
...	12	...	30	...	...	...	34	7	...	8	Melekek	
...	10	...	1	...	...	...	10	8	...	...	Merlimau	
...	3	4	...	4	...	Merlimau
343	...	310	...	2	51	440	272	'98	160	434	...	386	...	16	361	438	...	443		Carried forward	

APPENDIX

Statistics of Labourers employed on Estates

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward ...</i>	8,654	716	3,495	733	140	2,317	3,835	7,889	2.37	7,297	2,694	...	1,303	...	...	76	1,401	2,565	...	2,520
Mohamed bin' Haji	...	...	...	...	...	...	...	...	...	...	18	...	27	...	...	31	16	...	...	14
A. Ramar	...	...	...	...	...	...	...	...	...	...	48	...	9	...	...	11	47	...	...	42
Nyalas	...	...	...	...	...	...	...	...	...	...	45	...	25	...	...	...	58	...	...	70
Ong Hin Tiong	...	...	...	...	...	...	...	...	...	...	69	...	5	...	...	31	59	...	...	43
Ong Hing Hong	...	...	...	...	...	...	...	...	...	...	63	...	59	...	...	70	54	...	...	52
P. V. Ramar Chetty	...	...	...	...	...	...	...	...	...	...	...	...	218	...	...	148	82	...	...	70
Pegoh (Home)	461	31	394	23	10	255	201	465	2.87	443	...	...	45	...	...	11	...	...	...	45
Pegoh (Rembia)	83	...	173	15	1	78	37	132	1.01	155	...	...	5	...	...	2	3	...	...	3
Peratta	...	...	...	...	...	...	...	...	...	...	5	...	...	...	...	2	3	...	...	3
Permata	...	...	...	...	...	...	...	...	...	...	2	...	8	...	...	2	5	...	...	8
Puncher	14	...	41	...	...	26	18	20	...	11	...	...	...	...	...	...	...	...	...	...
Punggor	...	...	...	...	...	...	...	...	...	...	27	...	35	...	...	42	25	...	...	20
Radeila	63	22	94	...	...	57	46	69	...	76	...	...	...	...	...	...	...	...	...	...
Rembia	412	45	181	...	2	151	231	320	.84	254	...	...	...	...	...	...	...	...	...	...
Rim	456	50	12	4	6	61	93	413	1.93	362	72	...	25	...	...	87	24	...	...	10
Serkam	230	...	106	...	5	...	80	233	2.87	251	44	...	14	...	...	15	47	...	...	43
Sit Keng Seok	...	...	...	...	...	...	...	...	...	...	11	...	25	...	...	32	4	...	...	4
Sungei Bahru	339	3	...	13	2	29	116	270	.99	208	...	...	...	...	...	...	...	...	...	...
Tampalak (Pengkalan Batak)	1	...	17	...	...	...	9	3	...	9	25	...	35	...	...	32	26	...	...	28
Tambalah (Tampoi)	4	...	79	...	...	29	32	14	...	22	24	...	10	...	...	26	12	...	...	8
Tampin	45	...	40	...	...	9	76	33	...	...	3	...	3	...	...	6	3	...	...	...
Tan Chay Yan	...	...	...	...	...	...	...	...	...	...	66	...	1	...	...	7	64	...	...	60
Tan Cheng Lock	...	...	...	...	...	...	...	...	...	...	22	...	2	...	...	13	17	...	...	11
Tan Cheng Tiong	...	...	...	...	...	...	...	...	...	...	5	...	11	...	...	...	11	...	...	16
Tan Chi Eng	...	...	...	...	...	...	...	...	...	...	44	...	4	...	...	2	47	...	...	46
Tan Chi Eng (Kongsil)	...	...	...	...	...	...	...	...	...	...	24	...	...	...	...	2	23	...	...	22
Tan Jiak Choo	...	...	8	...	...	...	...	3	...	8	101	...	111	...	1	67	124	1.08	...	144
Tan Kim Koh	...	...	...	...	...	...	...	...	...	...	36	...	...	...	...	2	36	...	...	34
Tan Kim Wee	...	...	...	...	...	...	...	...	...	...	60	...	30	...	...	10	66	...	...	80
Tan Koon Hong	...	...	...	...	...	...	...	...	...	...	8	...	72	10	10	...	39	...	...	80
Tan Seck	...	...	...	...	...	...	...	...	...	...	41	...	54	...	...	30	61	...	...	65
Tan Yok Mok	...	...	...	...	...	...	...	...	...	...	40	...	7	...	...	7	42	...	...	40
Tangga Batu	11	...	...	...	...	...	11	5	...	...	...	...	...	...	...	...	...	...	...	...
Tan Siew Eng	...	...	...	...	...	...	...	...	...	...	12	...	10	...	...	...	15	...	...	22
Tebolang	387	14	199	3	4	91	272	238	2.24	236	...	...	...	...	...	...	...	...	...	...
Tebong	557	2	546	...	17	284	338	535	4.24	466	15	...	...	...	...	12	6	...	...	3
Teh Gi	...	...	...	...	...	...	...	...	...	...	25	...	5	...	...	10	24	...	...	20
Union	154	...	71	1	...	25	98	112	...	103	3	...	25	...	...	28	1	...	...	...
United Malacca	24	...	34	...	...	...	28	27	...	30	8	...	23	...	...	22	15	...	...	9
Wee Yap Chin (Chaban)	...	...	...	...	...	...	...	...	...	...	35	...	17	...	...	22	31	...	...	30
Wee Yap Chin (Lendu)	...	...	...	...	...	...	...	...	...	...	20	...	20	...	...	25	16	...	...	15
Yong Kee Shian	...	...	...	...	...	...	...	...	...	...	70	...	3	...	...	3	69	...	...	70
TOTAL	11,895	883	5,490	792	187	3,412	5,521	10,791	2.31	9,931	3,785	...	2,241	10	1	90	2,198	3,748	.04	3,747
<i>Public Departments.</i>																				
District Engineer, Seremban	138	...	55	...	1	22	44	122	1.09	126	1	...	...	...	...	...	1	...	...	1
Loco Superintendent, Kuala Lumpur	6	...	1	1	...	1	...	7	...	7	...	...	...	...	...	...	...	...	...	...
Traffic Manager, Kuala Lumpur	15	...	4	...	1	1	3	14	10.19	14	3	...	15	...	...	...	7	...	...	18
Rev. Surveys	24	...	23	...	...	...	44	9	...	3	...	...	2	...	...	2	1	...	...	...
Municipal Engineer	298	...	...	...	...	...	49	268	...	249	54	...	2	...	...	...	55	...	...	56
Executive Engineer	565	...	61	...	3	56	226	396	1.01	341	...	...	...	...	...	...	...	...	...	...
TOTAL	1,046	...	144	1	5	80	366	816	.81	740	58	...	19	...	...	2	64	...	...	75

F.—Continued.

and in Public Departments in Malacca in 1921.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.		
Number employed on 1st April, 1921.	Additions.			Deductions.			Average Populations.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.			
	Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.						
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42		
343	...	310	...	2	51	440	272	98	160	434	...	386	...	...	16	361	438	...	443	Brought forward
...	6	...	7	...	...	...	3	9	...	10	Mohamed bin Haji		
...	...	2	...	...	2	...	1	...	...	29	...	6	1	...	...	5	32	...	31	A. Raman
...	13	...	20	...	...	...	2	21	...	31	Nyalas		
...	Ong Hin Tiong		
...	35	16	...	...	...	...	166	...	...	...	106	44	...	...	Ong Hing Hong		
27	...	8	...	...	...	...	1	...	...	...	...	9	...	...	9	2	...	...	60	P. V. Raman Chetty
...	...	3	...	...	2	1	1	...	...	...	...	25	...	...	17	2	...	...	8	Pegoh (Home)
...	5	...	48	...	...	6	28	...	...	47	Pegoh (Rembia)		
...	18	...	26	...	...	...	26	18	...	18	Peralta		
...	47	Permata	
...	Punchor	
...	52	...	33	...	...	...	35	54	...	50	Punggor		
...	346	...	84	...	...	...	144	296	...	286	Radella		
...	32	...	32	...	...	...	40	14	...	24	Rembia		
...	5	...	...	...	1	1	...	4	Rim		
...	...	11	...	...	...	11	3	...	...	31	...	25	...	...	...	30	23	...	26	Serkam
...	10	...	41	...	...	...	23	13	...	28	Sit Keng Seck		
...	...	4	...	...	...	3	2	...	1	3	...	14	...	...	8	5	...	9	28	Sungei Bahr
...	69	...	18	...	...	...	22	70	...	65	Tampalak (Pengkalan Balak)		
...	3	9	Tampalah (Tampoi)	
...	21	...	1	...	...	...	5	18	...	17	Tampin		
...	3	Tan Chay Yan	
...	21	...	3	1	17	Tan Cheng Lock	
...	3	Tan Cheng Tiong	
1	1	...	1	32	...	133	...	...	...	69	66	...	96	Tan Chi Eng		
...	Tan Chi Eng (Kongsi)	
...	35	15	31	...	20	96	Tan Jiak Choo	
...	96	Tan Kim Koh
...	8	...	12	2	14	...	18	20	Tan Kim Wee	
...	15	...	1	10	8	...	18	...	Tan Koon Hong	
...	6	18	Tan Seck
...	6	Tan Yok Mok
...	2	1	1	...	1	...	Tangga Batu	
...	23	8	19	...	15	...	Tan Siew Eng	
15	...	12	26	7	...	1	15	Tebolang	
...	1	Tebong
...	15	Teh Gi
...	32	...	41	34	42	...	39	...	Union	
...	United Malacca
...	Wee Yap Chin (Chaban)
...	Wee Yap Chin (Lendu)
...	Yong Kee Shian
386	...	350	...	2	55	516	303	99	163	1,216	...	1,136	1	...	16	982	1,270	...	1,355	...	TOTAL	
...	Public Departments.
...	24	...	6	6	25	...	24	...	24	District Engineer, Seremban
...	Loco Superintendent, Kuala Lumpur
...	Traffic Manager, Kuala Lumpur
1	1	...	1	15	...	3	4	15	...	14	...	14	Kuala Lumpur
...	66	...	194	140	93	...	120	...	120	Rev. Surveys
...	...	6	3	...	6	Municipal Engineer
...	Executive Engineer
1	...	6	4	...	7	105	...	203	150	133	...	158	...	158	TOTAL

STRAITS SETTLEMENTS.

ANNUAL REPORT

ON THE

LABOUR DEPARTMENT

FOR THE YEAR

1922

BY

E. W. F. GILMAN,

*Acting Controller of Labour, Straits Settlements
and Federated Malay States.*



PUBLISHED BY AUTHORITY.

Singapore:

Printed at the GOVERNMENT PRINTING OFFICE, SINGAPORE,
by J. E. TYLER, Government Printer.

1923.

Annual Report on the Labour Department for the year 1922.

Indian Immigration.

The total number of immigrants arriving at Penang from Southern India in 1922 was 58,674 as compared with 45,673 in 1921, an increase of 13,001.

Details of the arrivals, month by month, are given in Appendix A.

2. The figures for arrivals for the last five years are as follows:—

—	1918.	1919.	1920.	1921.	1922.
Assisted immigrants, <i>i.e.</i> , with passages paid for from the Immigration Fund ...	55,583	88,021	78,855	15,413	38,336
Other Immigrants ...	9,708	13,412	16,365	30,260	20,338
Total ...	65,291	101,433	95,220	45,673	58,674

The assisted immigrants include 3,262 children under ten years of age, and the "other immigrants" 1,731 children, a total of 4,993 children as compared with 3,614 in 1921 and 10,330 in 1920.

Of the "other immigrants" 12,630 or rather more than 62 per cent were of the labouring classes, the remaining 7,780 being traders and others. The proportion of labourers amongst "other immigrants" in 1921 was rather less than 62 per cent.

A statement showing the destination of assisted immigrants is given in Appendix B.

3. The number of Indians leaving the Colony for Southern India was 43,420 adults and 2,313 minors as against 57,912 adults and 3,639 minors in 1921. Particulars will be found in Appendix C.

4. The excess of immigrants over emigrants was 10,261 adults and 2,680 minors as compared with an excess of emigrants over immigrants of 15,853 adults and 25 children in 1921.

Communication with Southern India.

5. The weekly service from Southern India under contract with the British India Steam Navigation Company, Limited, was maintained till the end of July when a fortnightly service was substituted. Forty-two immigrant ships arrived during the year, compared with 52 in 1921.

6. The number of deck tickets (including 3,262 half tickets for children) at the reduced rate for labourers taken during 1922 and paid for from the Immigration Fund, was 36,705, as compared with 14,999½, in 1921.

Quarantine.

7. Of the 42 steamers that arrived at Penang during the year carrying assisted immigrants, 5 were declared infected with small-pox.

All assisted immigrants bound for Penang were detained as usual for a period of observation in the Quarantine Station at Pulau Jerejak.

The total number sent to the Station was 12,324.

Immigrants with Aided Passage Tickets.

8. The following table gives the proportion of men and women and of adults and minors during the last five years (assisted immigrants only):—

	Adults.		Percentage of Females.	Total Assisted Immigrants.	Minors.	Percentage of Minors.
	Males.	Females.				
1918 ...	38,013	11,681	23.50	55,583	5,889	10.59
1919 ...	62,006	16,904	21.42	88,021	9,111	10.35
1920 ...	56,296	14,218	20.16	78,855	8,341	10.57
1921 ...	12,211	2,375	16.28	15,413	827	5.37
1922 ...	28,273	6,801	19.39	38,336	3,262	8.51

9. Independent labourers supplied with free passages from India to Malaya on application amounted to 4,488 (including 380 minors) as compared with 1,935 in 1921. Of these immigrants 947 remained in the Colony, 2,969 proceeded to the Federated Malay States, 106 to Johore and 466 to Kedah.

10. The remaining 30,966 adult assisted immigrants were recruited by licensed kanganyes. Of these immigrants, 11 redeemed themselves at Penang, 66 absconded from or on the way to the Depot and 24 died at the Pulau Jerejak Quarantine Station.

11. The numbers of adult kangany-recruited labourers during the last five years have been as follows:—

Destination.	1918.	1919.	1920.	1921.	1922.
Singapore ...	176	223	167	6	67
Penang ...	2,043	1,762	2,001	292	441
Malacca ...	2,907	6,137	4,327	999	2,137
Perak ...	12,915	15,334	18,242	2,020	6,048
Selangor ...	16,140	30,495	21,278	4,917	13,647
Negri Sembilan ...	2,990	5,373	5,432	1,895	3,510
Pahang ...	257	497	743	211	286
Johore ...	3,494	3,881	6,117	1,747	2,534
Kedah ...	1,561	3,164	3,245	501	1,721
Kelantan ...	175	381	337	63	575
Total ...	42,658	67,247	61,889	12,651	30,966

12. In the year under review, 3,632 kangany licences (for the Straits Settlements, the Federated Malay States, Johore, Kelantan, Kedah and Perlis) were issued as compared with 1,555 in 1921. Registration of 48 licences was refused in Penang and 250 were cancelled after issue on the advice of the officers of the Department in India, as compared with 12 refused and 97 cancelled in 1921.

13. The following table gives the distribution of licences and the results obtained:—

		Number of licences issued in 1922.	Number of Kangani coolies recruited in 1922.	Average per Kangani in 1922.	Average per Kangani in 1921.
Straits Settlements	...	336	2,645	7·87	8·47
Federated Malay States	...	2,713	23,017	8·48	7·92
Non-federated States	{ Kedah	213	1,721	8·08	8·49
	{ Johore	337	2,534	7·52	9·19
	{ Kelantan	33	575	17·42	5·25
Total		3,632	30,492	8·40	8·13

In addition, 37 kanganies recruited 474 labourers for Government Departments and Government Plantations.

Health and Treatment of Labourers.

14. Returns of Indian labourers under section 53 of the Labour Ordinance, 1920, received from 7 estates in Penang, 37 estates in Province Wellesley, 8 estates in the Dindings and 61 estates (including the Botanical Gardens) in Singapore are given in Appendix D.

15. On estates in Penang with an average population of 171 there were no deaths.

In Province Wellesley on an average population of 7,973 the death rate was 9·91 per mille as compared with 9·24 per mille in 1921 and 15·92 in 1920.

In the Dindings the death rate was 8·35 per mille on an average population of 1,437 as compared with 4·10 per mille in 1921 and 12·16 in 1920.

16. Hospitals are maintained on Bertam, Malakoff, Prai, Val d'Or, Bukit Tambun and Caledonia Estates in Province Wellesley, the latter being a central hospital for the Caledonia Group of the Penang Rubber Estates, Limited. The hospital on Batu Kawan Estate was closed throughout the year. In the Dindings, hospitals are maintained on Sandycroft and Pundut Estates.

17. The number of estates in Singapore (excluding the Botanic Gardens) from which returns were received was sixty. On an average population of 1,570 the death-rate works out at 6·37 per mille as compared with 1·40 per mille on an average population of 2,150 in 1921 and 10·68 per mille on an average population of 1,217 in 1920.

18. Statistics of the labour employed in Public and Municipal Departments in Penang, Province Wellesley and the Dindings are included in Appendix *D*.

19. For the Settlement of Malacca returns of labourers under section 53 of the Labour Ordinance were received from 99 estates (Appendix *E*) as compared with 98 in 1921.

The number of Indians employed at the end of each of the last three years was as follows:—

1920	...	...	...	...	12,734
1921	...	...	...	...	9,931
1922	...	...	...	...	10,471

20. The number of deaths amongst Indians employed on Estates in Malacca as submitted in the returns under Section 53 was 216. The death-rate as shown in these returns was 20·8 per mille per annum on an average population of 10,391, as compared with 23 per mille on an average population of 10,781 in 1921, 29·8 per mille on an average population of 13,592 in 1920, and 27·9 per mille on an average population of 12,217 in 1919.

21. Among Indian labourers employed by Government Departments in Malacca the total number of deaths was 9 on an average population of 760, being a death-rate of 11·8 per mille per annum as compared with a death-rate of 8 per mille on an average population of 816 in 1921. Details are given in Appendix *E*.

22. The following estate hospitals were in use during the year:—

Batulang	Jasin Lalang
Bertam	Kru
Bukit Asahan	Lendu
Bukit Kajang	Merlimau
Chempadak	Pegoh (Home)
Cheng	Rim
Devon	Serkam
Diamond Jubilee	Tebong
Gadek	Tebolang
Garing	

In addition, there were small wards or sick lines for the temporary accommodation of sick coolies on twelve estates.

All these wards are in charge of Dressers and visited periodically by a Medical Practitioner.

The Government Hospitals in Malacca, Jasin and Tampin (Nagri Sembilan) were used by 38 estates for the treatment of Estate sick labourers.

Sungei Bahru (Home) and Sungei Siput Estates use the hospital on the Nagri Sembilan division of the same rubber Company and Batang Malaka Estate does likewise.

23. One case of suicide was reported in Penang and four cases in Malacca.

24. The number of local engagements of Indian labourers registered during the year under section 107 of the Labour Ordinance was 3,819, a fee of one dollar being collected for each labourer registered. These fees are credited to the Indian Immigration Fund.

The returns received from employers including Government Departments under section 53 of the Labour Ordinance shew that 7,547 Indian labourers were engaged locally, so that only 51 per cent were reported for registration.

25. There were 55 visits of inspection made by officers of the Department to various places of employment and Government and Estate Hospitals throughout the Colony.

26. Ninety-nine complaints were registered in the various Labour Offices, mostly from Estates labourers.

These were with few exceptions settled departmentally.

In Singapore 3 civil cases were taken on behalf of labourers.

27. Particulars of schools maintained on estates are shown in Appendix F.

There were 11 schools in Province Wellesley and 6 in Malacca.

28. There was little change during the year in the rate of wages which on the whole were much the same as those recorded last year.

The following particulars are given by the Assistant Controller of Labour for Malacca:—

Tappers usually earned about 40 cents.

For weeding and field work other than tapping, men were paid generally 35 cents and women 30 cents a day.

Store coolies received 50 - 60 cents a day.

There was very little "overtime" and in some cases "short-time" was worked, the number of working days per week being limited.

In the Public Works and Railway Departments the mean rate of wages was 40 cents a day.

For Javanese and Malays the rate varied from 40 to 45 cents a day.

Chinese continued to be employed on contract.

29. There was very little trouble arising from drink. The majority of licenses for toddy-shops are now held by Estate managers or they are estate controlled.

30. No disturbances of any kind amongst labour forces were reported.

Repatriation.

31. During 1922, 1,224 adult and 181 minor decrepit and destitute Indians were repatriated through this department. Of these, 270 adults and 18 minors were from the Straits Settlements, 794 adults and 131 minors came from the Federated Malay States, 96 adults and 19 minors from Kedah, 57 adults and 13 minors from Johore, and 7 adults from Kelantan. The 270 adults and 18 minors from the Straits Settlements included 89 adult vagrants from Singapore and 42 adult vagrants from Penang. The remainder were repatriated at the expense of the Department or by the generosity of the British India Steam Navigation Company which supplied free tickets for a total of 333 adults and 10 minors.

Certificates and Passports.

32. In 1922, 139 passports were issued in Penang and 280 passports and certificates viséd. Certificates under section 91 of the Labour Ordinance were issued to the number of 1,658.

In Singapore 1,178 passports and certificates of nationality were issued and 90 passports endorsed. The number of certificates under the Labour Ordinance issued was 2,263. No prosecution was instituted by this department under the passport regulations during the year.

Indian Immigration Fund.

33. At the end of the year, the Immigration Committee consisted of the following members:—

The Acting Controller of Labour, Straits Settlements and Federated Malay States, Chairman;
 The Principal Medical Officer, Federated Malay States;
 The Director of Public Works, Federated Malay States;
 Hon'ble Mr. J. MITCHELL;
 Mr. T. H. MENZIES;
 Mr. J. W. KENNEDY;
 Mr. H. D'E. DARBY;
 Mr. V. A. TAYLER;
 Hon'ble Mr. P. K. NAMBYAR;
 Mr. T. J. CUMMING;

with the Deputy Controller of Labour, Penang, as Secretary.

34. The assessment rate under section 133 (i) (a) of the Labour Ordinance, 1920, was 50 cents for each quarter for every 78 days' work. No extra rate was imposed under section 133 (i) (b).

The reduction of the assessment rate to 50 cents was a temporary measure on account of the trade depression. The rate has since been raised to \$1.50 and will probably have to be still further increased before a stable balance is reached between receipts and expenditure.

The recruiting allowance paid by the Indian Immigration Committee to employers for each labourer recruited by a kangany and brought to the Federated Malay States was fixed at \$20 for each of the first three quarters and \$10 for the fourth quarters.

35. The income of the Immigration Committee during 1922 was \$535,472.83, the cash balance at the end of the year including fixed deposits and investments being \$2,080,747.37.

36. The chief heads of expenditure were as follows:—

	\$	c.
Passages from India	425,698	92
Recruiting allowances	382,214	27
Quarantine expenses	120,389	22
Train, depot and embarkation charges in India	116,507	93
Train and other fares to places of employment...	33,817	84

37. The quarantine expenses during the year averaged \$4.23 a head for Penang and \$3.11 for Port Swettenham, the general average for both quarantine camps being \$3.44.

38. The number of contributors to the Immigration Fund was 1,924 on the 31st December, 1922, as against 1,845 on the 31st December, 1921. The Government and Railway Departments contributing to the Fund numbered 176 in 1922 as against 164 in 1921.

Netherlands Indian Labour.

39. The number of Netherlands Indian Labourers on estates in the Straits Settlements as shown by returns under section 53 (i) of the Labour Ordinance, 1920, was 2,340. Of these, 660 were in Province Wellesley, 144

in Malacca and 1,536 in Singapore. There has been, roughly, a decrease of 65 in province Wellesley, 19 in Malacca and 4 in Singapore.

The number of local contracts registered during the year was 159, all in Province Wellesley which is the only part of the Colony where such contracts are made. The number registered in 1921 was 122.

The appointment of Assistant Controller of Labour for Netherlands Indian Immigrants remained vacant during the year, as it was not possible to appoint an officer. Nearly all places of employment have, however, been visited by one officer or another of the Department in the course of the year.

Chinese Labour.

40. The General Labour Committee which was formed by the Planters' Association of Malaya in 1920 issued a Report of a Special Committee on Chinese Labour in June. The report contained an exhaustive account of the efforts made from the year 1910 onwards to place the recruitment of Chinese Labour on a more satisfactory footing. It recommended the formation of a General Labour Board for the Malay Peninsula to regulate and control the recruiting of all classes of immigrant labour, *i.e.*, Indian and Javanese as well as Chinese. While this recommendation was not accepted, the Governments concerned agreed to the formation of an Advisory Committee to consider the question of the importation of Chinese Labour, its scope to be limited to the States of Negri Sembilan and Johore and the Settlement of Malacca. It was from the two States and Settlement named that the demand for a scheme to control Chinese Labour Immigration had mainly come and it was felt that while there was little likelihood of reaching any agreement upon a scheme over a more extended area there was at least a chance that a limited scheme might succeed. The composition of the Committee is to be as follows:—

- Controller of Labour (*Chairman*);
- Secretary for Chinese Affairs, Straits Settlements;
- Secretary to the High Commissioner;
- Chairman, Planters' Association of Malaya;

one member each nominated by the Planters' Associations of Negri Sembilan, Johore and Malacca, with the Deputy Controller of Labour (Protector of Chinese), Johore as Secretary.

Legislation.

41. No new legislation was introduced but in the course of negotiations in connection with the application of the new Indian Emigration Act to Malaya various amendments of the Labour Ordinance were suggested by the Government of India to which the Government of the Colony readily assented.

Effect will be given to these proposals in a revised Ordinance which is in course of preparation. Mr. G. A. SMITH was specially attached to the department for this work on December 13.

The principal changes that are being made are:—

- (1) The abolition of penalties for labour offences.
- (2) The power to compel employers to provide schools for labourers' children.
- (3) The provision for payment of maternity allowances to female labourers.
- (4) The introduction of the principle of a standard wage in the case of Indian labourers.

Staff.

42. Mr. W. PEEL acted as Controller of Labour until 27th April when he was transferred as Acting British Adviser, Kedah. He was confirmed in the substantive appointment of Controller from 4th February.

Mr. E. W. F. GILMAN acted as Controller of Labour from 16th June. In the interval Mr. H. R. JOYNT was appointed to act as Controller in addition to his duties as Deputy Controller of Labour, Penang.

In Penang, Mr. H. R. JOYNT acted as Deputy Controller of Labour till December 9, when he was succeeded by Mr. A. H. do R. FONSECA. Mr. R. BOYD officiated as First Assistant Controller of Labour throughout the year. Captain E. A. ROSS, M.C., acted as Second Assistant Controller of Labour till July 24, when he proceeded to Seremban. Mr. A. HEYWOOD WADDINGTON acted as Second Assistant Controller of Labour from his return from India on August 3, till the end of the year.

Mr. B. G. BRADLEY was attached to the Office till he proceeded to India on August 8.

The Staff of the Penang Office suffered a very great loss in the death of Mr. V. V. PETERS, the Extra Assistant Controller of Labour who went on leave on 16th September and died at sea before reaching Madras on 20th September. Mr. A. VEERAPPA PILLAY acted in the appointment to the end of the year.

In Malacca Mr. J. A. HUNTER carried on the duties of Deputy Controller of Labour with head-quarters at Seremban until July 25, when the appointment was made that of Assistant Controller of Labour and he was relieved by Captain E. A. ROSS, M.C.

In Singapore the duties of Assistant Controller of Labour were performed by Mr. J. T. N. HANDY throughout the year.

In India, Dr. E. C. FOSTON acted as Superintendent of the Emigration Depot, Negapatam, throughout the year. Dr. J. C. C. FORD performed the duties of Emigration Agent, Madras, till September 30, when he went on three months "leave" prior to retirement. For the past eleven years he has rendered most valuable service as Emigration Agent, Madras, and Superintendent of the Depot, Negapatam, and his place as with that of Dr. FOSTON who retires from the 28th February, 1923, will be hard to fill. He was succeeded by Mr. C. WILSON who is to be the Emigration Commissioner for Malaya under the new Indian Emigration Act.

General.

43. The Government Revenue collected by the Department was as follows:—

				\$ c.
Fees for use of Penang Depot	...	...	...	704 90
Passport fees	...	...	...	887 00
			Total	1,591 90

\$1,308.10 were collected in 1921 and \$3,868.10 in 1920.

44. The Scheme instituted by the Incorporated Society of Planters for the examination in Indian languages of Managers and Assistants continued to be well supported, over 100 candidates presenting themselves for examination of whom the majority passed.

45. As a result of the depletion of labour forces in the previous year there was in the first half of the year a distinct though not serious shortage of labour which tended to stimulate recruiting. By August a position of comparative stability had been reached, the supply being just about sufficient for the effective demand.

46. The restriction of Rubber Exports to 60 per cent of standard production might have been expected to cause considerable difficulties with regard to labour. Actually the dislocation of labour caused by the introduction of this measure on November 1 was surprisingly small.

Such labour as was discharged was mainly Chinese and the simultaneous rise in the price of tin enabled the mining industry in the Federated Malay States to absorb the surplus.

Unemployed Indian labourers were housed from October onwards in the Immigration Depot in Penang and employment was found without much difficulty for such as were fit to work

47. The event of the most far reaching importance to the labour position in this country was the passing on March 5 by the Government of India of a new Emigration Act.

For a quarter of a century emigration from India to Malaya had been free of all restrictions. The new Act did not, like the one it replaced exempt Ceylon and Malaya but its provisions were not to become applicable to these countries for one year after the passing of the Act *i.e.* until March 1923.

With the consent of the Government of India a Deputation was sent from Malaya to discuss with the Standing Committee for Emigration of the Indian Government the conditions of the application of the Act to this country.

The deputation consisted of the Acting Controller of Labour (Mr. E. W. F. GILMAN), Mr. T. J. CUMMING (Chairman Planters' Association of Malaya) and Hon'ble Mr. P. K. NAMBYAR of Penang, with Mr. C. WILSON as Secretary.

They reached Simla on August 28 and left on September 9.

The deputation was able to satisfy the members of the Standing Committee that Malaya had of her own initiative built up a system of free emigration which had stood the test of time and that the Government of Malaya had been working on the principles on which the Government of India now proposed to regulate such emigration.

They claimed that Malaya had shown the way in which it could be done successfully not only safeguarding the interests of the labourers but serving also the best interest of the employer.

The conditions and Rules which have since been published have been so framed as to be readily adaptable to the existing system, and it is to be noted the essential features of the Malayan system have also been made applicable to Ceylon.

48. On his way back from Simla the Acting Controller of Labour stopped at Calcutta to negotiate with Messrs. Mackinnon and Mackenzie & Co., the Managing Agents of the British India Steam Navigation Company, the terms of a new steamer contract to come into force from 12th February 1923.

Owing to the general uncertainty both as to labour conditions in this Country and as to the possible effect of the new Emigration Act it was

thought desirable to limit the term of the contract to one year. The new agreement which has since been concluded provides for the continuance of the present fortnightly service, the basic passage rate for an adult labourer from Negapatam to Penang or Port Swettenham is reduced from Rs. 18. 12.0 to Rs. 16 and the number of tickets guaranteed to be taken from 50,000 to 30,000.

49. Before returning to Malaya the Acting Controller of Labour inspected the offices and depôts of the Department at Madras and Negapatam.

50. A copy of the statement made by the Acting Controller of Labour, Mr. E. W. F. GILMAN, to the Standing Emigration Committee at Simla is annexed to this report.

E. W. F. GILMAN,
Acting Controller of Labour,
S. S. & F. M. S.

LABOUR OFFICE,
KUALA LUMPUR, *13th April, 1923.*

APPENDIX A.

Statement of Arrivals from Madras and Negapatam in each month during 1922.

MONTHS.	Number of Steamers Arrived.	INDEPENDENT LABOURERS.				LABOURERS RECRUITED BY KANGANIES.				OTHER EMIGRANTS, <i>i. e.</i> , ORDINARY PASSENGERS.		TOTAL ARRIVALS.		
		Adults.		Minors.		Adults.		Minors.		Adults.	Minors.	Adults.	Minors.	
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.			
January ...	4	46	18	4	3	262	33	5	3	923	91	110	1,373	125
February ...	4	127	26	7	4	641	136	41	34	1,477	127	146	2,534	232
March ...	5	210	43	8	8	1,487	313	75	63	1,604	185	168	3,842	322
April ...	4	192	46	11	9	1,759	421	90	92	1,055	116	121	3,589	323
May ...	4	278	82	16	20	2,953	603	141	123	919	128	99	4,963	399
June ...	5	452	136	28	21	5,196	1,229	346	265	1,759	345	159	9,117	819
July ...	4	410	88	31	29	3,673	957	263	190	1,350	257	131	6,735	644
August ...	3	314	80	22	14	2,664	670	183	177	1,040	99	133	4,867	529
September ...	2	277	87	19	18	2,239	548	145	143	2,079	207	159	5,437	484
October ...	2	342	115	16	26	1,561	385	113	71	1,045	149	145	3,597	371
November ...	2	265	61	16	13	1,220	299	85	68	900	117	93	2,862	275
December ...	3	329	84	24	13	1,376	341	98	68	2,379	256	267	4,765	470
Total ...	42	3,242	866	202	178	25,031	5,935	1,585	1,297	16,530	2,077	1,731	53,681	4,993

APPENDIX B.

Statement of arrivals from Madras and Negapatam during 1922, with their destinations.

Territories.	ASSISTED PASSENGERS.												OTHER IMMIGRANTS, i.e., ORDINARY PASSENGERS.				GRAND TOTAL.			
	INDEPENDENT LABOURERS.				LABOURERS RECRUITED BY KANGANIES.				TOTAL ASSISTED PASSENGERS.				Adults.		Minors.		Adults.		Minors.	
	Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
<i>Straits Settlements.</i>																				
Province Wellesley and the Dindings	652	128	33	29	312	129	51	38	964	257	84	67	...	...	...	...	964	257	84	67
Malacca	80	18	4	3	1,841	296	58	62	1,921	314	62	65	...	...	...	...	1,921	314	62	65
Singapore... ..	...	...	...	...	56	11	7	5	56	11	7	5	...	...	...	...	56	11	7	5
Total, S. S.	732	146	37	32	2,209	436	116	105	2,941	582	153	137	...	...	...	...	2,941	582	153	137
<i>Federated Malay States.</i>																				
Perak	1,146	341	99	86	4,770	1,278	369	288	5,916	1,619	468	374	...	...	...	...	5,916	1,619	468	374
Selangor	719	207	43	36	11,009	2,638	691	547	11,728	2,845	734	583	...	...	...	...	11,728	2,845	734	583
Negri Sembilan	215	58	7	8	2,914	596	151	144	3,129	654	158	152	...	...	...	...	3,129	654	158	152
Pahang	2	2	...	...	233	53	15	15	235	55	15	15	...	...	...	...	235	55	15	15
Total, F. M. S.	2,082	608	149	130	18,926	4,565	1,226	994	21,008	5,173	1,375	1,124	...	...	...	...	21,008	5,173	1,375	1,124
<i>Other Malay States.</i>																				
Johore	73	26	4	3	2,105	429	119	84	2,178	455	123	87	...	...	...	...	2,178	455	123	87
Kedah	355	86	12	13	1,314	407	98	88	1,669	493	110	101	...	...	...	...	1,669	493	110	101
Perlis ... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kelantan ... ..	...	...	...	...	477	98	26	26	477	98	26	26	...	...	...	...	477	98	26	26
Total, Other Malay States	428	112	16	16	3,896	934	243	198	4,324	1,046	259	214	...	...	...	...	4,324	1,046	259	214
Grand Total	3,242	866	202	178	25,031	5,935	1,585	1,297	28,273	6,801	1,787	1,475	16,530	2,077	1,269	462	44,803	8,878	3,056	1,937

APPENDIX C.

Statement of Departures from Penang for Southern India during 1922.

MONTH.	Number of Steamers.	EMIGRANTS.	
		Adults.	Minors.
January	Four	3,782	263
February	Four	3,889	282
March	Four	4,722	250
April	Five	4,855	227
May	Five	4,139	243
June	Four	3,746	209
July	Four	3,339	196
August	Three	2,597	132
September	Three	4,273	174
October	Two	2,156	70
November	Two	2,862	98
December	Two	3,060	169
	Total ...	43,420	2,313

Statistics of Labourers employed on Estates and in Public Departments in

PLACE OF EMPLOYMENT.	INDIANS.									CHINESE.										
	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Singapore.</i>																				
Alexandra Brick-works	64	...	27	15	...	46	14	43	...	46	60	...	30	...	1	1	28	62	1'61	60
Anamalai Chetty	7	...	2	...	...	1	2	6	...	6	1	...	...	...	...	...	...	...	...	1
Alagappa Chetty	4	...	1	14	...	...	...	8	...	19	...	...	...	...	...	...	...	...	...	...
Ayer Gumaroo	19	...	5	...	...	3	4	16	...	17	...	...	...	...	...	...	...	...	...	...
Aik Cheong	...	...	60	...	...	...	...	45	...	60	10	...	...	...	...	...	...	10	...	10
Asiatic Petroleum Co.	...	...	...	...	...	...	...	...	...	...	226	...	72	...	...	...	94	210	...	204
Abdul Kader & Co.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Art Furniture Co.	...	...	...	...	...	...	...	...	...	...	112	...	...	...	...	...	10	...	...	...
Arasappa Nadar	6	...	...	...	...	2	...	4	...	4	...	...	...	...	...	...	...	...	...	...
Arumuga Padayachy	2	...	1	...	...	...	1	2	...	2	...	...	...	...	...	...	...	...	...	...
Amirthahammal	1	...	...	...	...	...	...	1	...	1	...	...	...	...	...	...	...	...	...	...
Bukit Sembawang Rubber Co.	162	...	82	...	1	...	38	174	57	205	571	...	109	...	...	...	138	603	...	542
Bukit Timah Rubber Estate	5	...	14	...	2	1	6	13	15'38	10	2	...	67	...	...	...	32	35	...	37
Bugis Rubber Works	43	...	80	...	2	...	81	20	10'	40	21	...	16	...	...	...	18	15	...	19
Bukit Panjang Rubber Estate	65	...	5	...	...	15	...	...	...	8	...	...	...	...	...	...	...	...	...	...
Brossard Mopin	17	...	14	...	...	...	23	11	...	8	5	...	4	...	...	...	8	3	...	1
Change Granite Syndicate Ltd.	...	...	...	...	...	...	...	...	...	...	...	...	32	...	...	...	...	...	...	...
Central Engine Works	40	...	15	...	...	...	29	35	...	26	160	...	...	...	...	...	59	120	...	101
Chin Tong Rubber Co.	...	...	...	...	...	...	...	...	...	...	46	...	...	...	...	...	4	...	...	...
Change Estate	17	...	3	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Chinniah Nadar	1	...	...	...	...	...	...	1	...	1	...	...	...	...	...	...	...	...	...	...
Cable Depot, Eastern Extension Telegraph Co.	1	...	...	...	...	...	1	...	...	...	117	...	24	...	...	...	9	...	...	...
Dawood & Co.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Fraser & Cumming	...	...	...	...	...	...	...	...	...	...	1	...	43	...	...	...	16	24	...	28
Firestone Tire & Rubber Co.	...	...	...	...	...	...	...	...	...	...	117	...	299	...	...	...	80	218	...	336
Grove Estate	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Govindasamy Padayachy	5	...	6	...	...	...	8	7	...	3	...	...	...	...	...	...	...	...	...	...
Ho Hong Portland Cement Works	57	...	18	...	...	30	8	...	...	...	190	...	39	...	...	...	39	...	...	...
Henlay, W. T.	115	...	...	...	...	...	79	...	...	...	...	...	...	...	...	...	...	...	...	...
Kee San Estate	...	...	4	...	...	...	...	4	...	4	22	...	...	...	...	...	4	18	...	18
Kings Road Factory	2	...	...	...	...	...	...	2	...	2	...	...	...	...	...	...	...	...	...	...
Loh Lai Seng	...	...	...	...	...	...	...	...	...	...	33	...	9	...	...	...	19	...	...	...
Latchumana Nadar	7	...	...	...	...	...	2	5	...	5	...	...	...	...	...	...	20	52	...	70
Marsiling	...	...	...	...	...	...	...	...	...	...	50	...	40	...	...	...	...	...	...	...
Mahomed & Co.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Montgreenen	...	...	...	...	...	...	...	...	...	...	2	...	...	...	...	...	...	...	...	2
Mandai-Tekong	34	...	27	...	...	...	23	31	...	38	51	...	106	...	...	...	115	44	...	42
Nisshim Rubber	1	...	72	...	...	...	64	14	...	9	107	...	212	...	...	179	...	129	...	140
Nederlandsche Gutta Percha	...	...	...	...	...	...	...	...	...	...	53	...	26	...	...	...	12	72	...	67
Oriental Telephone & Electric Co.	36	...	15	...	...	...	23	...	...	...	32	...	20	...	...	11	...	...	...	...
Ohero Rubber	2	...	8	...	...	...	...	4	...	10	...	...	...	...	...	...	...	...	...	...
Pasir Panjang Rubber	86	...	12	44	...	...	41	69	...	101	...	...	1	...	...	...	...	...	...	1
Pulau Brani Smelting Works	98	...	55	...	2	...	61	95	2'10	90	265	...	106	...	4	...	186	219	1'82	181
Raman Chetty	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
<i>Carried forward</i>	897	...	526	73	7	98	508	610	...	715	2,254	...	1,255	...	5	191	891	1,836	...	1,860

DIX D.

Singapore, Penang, Province Wellesley and the Dindings in 1922.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.
Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December 1922.	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.	
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.				
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
...	...	31	2	...	23	22	26	...	18	4	...	4	1	...	...	3	5	...	6	Alexandra Brick-Works.
30	Anamalai Chetty.
...	...	10	...	...	...	4	2	...	6	...	...	...	...	...	...	...	...	...	...	Alagappa Chetty.
...	421	...	102	...	1	...	169	348	25	353	Ayer Gumaroo.
...	2	...	...	...	...	...	1	...	...	...	Aik Cheong.
...	Asiatic Petroleum Co.
...	Abdul Kader & Co.
...	Art Furniture Co.
...	Arasappa Nadar.
...	Arumuga Padayachy.
...	Amirthammal.
...	Bukit Sembawang Rubber Co.
273	...	57	...	...	...	162	221	...	168	...	...	...	...	...	...	...	...	...	...	Bukit Timah Rubber Estate.
19	...	89	...	...	...	32	80	...	76	1	...	...	...	...	...	...	1	...	1	Bugis Rubber Works.
43	...	136	...	...	...	79	41	...	100	25	...	15	...	...	...	23	7	...	17	Bukit Panjang Rubber Estate.
2	1	...	...	...	...	...	...	...	...	...	...	...	...	...	Brossard Mopin.
...	Changei Granite Syndicate, Ltd.
...	...	12	...	...	...	12	...	...	...	3	...	...	...	...	...	...	...	...	...	Central Engine Works
24	5	22	...	19	11	...	...	...	...	...	...	11	...	11	Chin Tong Rubber Co.
...	2	...	8	...	...	...	...	...	...	...	Changei Estate.
...	Chinniah Nadar.
...	Cable Depot, Eastern Extension Telegraph Co
14	...	1	...	...	...	...	...	...	...	17	...	5	...	...	...	...	...	...	...	Dawood & Co.
...	6	...	...	...	...	...	...	6	...	6	Fraser & Cumming.
...	25	13	...	...	...	24	...	38	Firestone Tire & Rubber Co.
101	...	60	...	1	...	92	77	129	68	...	...	...	...	...	...	...	...	...	...	Grove Estate.
...	...	3	...	...	...	...	2	...	3	...	...	...	...	...	...	...	...	...	...	Govindasamy Padayachy.
...	57	...	5	...	...	...	...	...	...	...	Ho Hong Portland Cement Works.
...	Henlay, W. T.
...	Kee San Estate.
...	Kings Road Factory.
38	...	26	...	...	...	30	...	...	...	...	...	...	...	...	...	...	...	...	...	Loh Lai Seng.
...	...	9	...	...	...	9	2	...	...	...	...	...	...	...	...	...	...	...	...	Latchumana Nadar.
...	Marsiling.
...	Mahomed & Co.
...	Montgreenen.
15	...	25	...	...	...	27	18	...	13	1	...	...	...	...	...	...	1	...	1	Mandai-Tekong.
10	...	20	...	...	...	24	10	...	6	...	...	...	...	...	...	...	...	...	...	Nisshim Rubber.
...	Nederlandsche Gutta Percha.
149	...	23	...	...	...	20	142	...	152	60	...	7	...	...	...	25	51	...	42	Oriental Telephone & Electric Co.
...	118	...	28	...	2	...	48	...	...	...	Onero Rubber.
...	2	...	...	...	2	...	...	...	Pasir Panjang Rubber
...	Pulau Brani Smelting Works.
179	...	56	...	2	...	86	157	127	147	47	...	11	...	...	...	25	43	...	33	Raman Chetty.
2	2	...	2	...	...	...	...	...	...	...	...	...	...	Carried forward.
899	...	558	2	3	23	605	802	256	778	775	...	212	14	3	...	296	497	...	509	

D.—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1922.—Continued.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December 1922.	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.		
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
899	...	558	2	3	23	605	802	256	778	775	...	212	14	3	...	296	497	...	509	<i>Brought forward.</i>	
1	1	...	1	...	...	...	...	...	...	...	...	...	...	Ramasamy Nadar	
...	Ramasamy Naidoo.	
15	...	6	5	...	...	15	...	...	...	...	...	...	...	...	...	...	...	...	...	Seng Boo Lim.	
...	Sellam	
312	...	52	...	1	...	130	282	35	233	...	...	...	...	...	...	...	...	...	...	Singapore United	
...	Rubber Plantations	
...	Serangoon Rubber	
...	Sithambaram Pada-	
...	yachy	
7	...	3	...	...	...	4	...	...	...	...	...	...	...	...	...	...	...	...	...	Siglap Rubber and	
...	Coconut	
...	Sin Chin Thye	
...	Singapore Cold	
...	Storage	
...	10	...	...	...	...	2	...	10	Singapore Electric	
...	Tramways	
1	...	33	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Suppiah Nadar	
4	...	1	...	...	...	2	3	...	3	12	...	7	...	...	...	...	15	...	19	Swanson & Scheded.	
19	...	4	...	...	...	3	3	...	17	1	...	...	...	...	...	...	1	...	1	Seletar Rubber	
15	...	9	...	...	1	8	...	...	...	...	...	...	...	...	...	...	...	...	...	Singapore Shipping &	
3	...	4	1	...	4	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Engineering Co.	
5	...	126	...	...	...	53	52	...	68	11	...	68	58	1	...	64	61	1'64	72	Trafalgar Ltd.	
...	1	The English Electric
...	Co., Ltd.
7	...	54	...	...	...	6	25	...	55	...	...	...	...	...	...	...	...	...	...	...	Tempinis Cement Tile
195	...	9	...	...	...	33	178	...	171	26	...	5	...	...	15	...	14	...	16	Works.	
...	Topham, Jones &
...	Railton.
...	Tan Kah Kee.
7	...	54	...	...	...	6	25	...	55	...	...	...	...	...	...	...	...	...	...	...	Ulobri Rubber.
10	...	9	...	...	...	33	178	...	171	26	...	5	...	...	15	...	14	...	16	Ulu Pandan (S'pore)	
...	Rubber.
...	United Engineers.
...	Vangadasalam Pillay
...	Ye Hoe Yuan.
...	Kuluan Kongsi Estate
...	Karrupiah Nadar
...	Karumbian A-
...	Kongappan
1,493	...	859	8	4	28	856	1,346	29	1,326	825	...	302	72	4	15	360	590	67	627	Total. (Singapore)	
...	<i>Penang.</i>
...	7	...	2	...	...	...	1	8	...	8	8	Balik Pulau.
...	6	...	55	...	...	...	15	31	...	46	46	Glugor.
...	3	...	...	...	...	...	...	3	...	3	3	Sin Hong Huat.
...	2	...	1	...	...	...	...	3	...	3	3	Sungei Glugor.
...	98	...	40	...	...	...	34	98	...	104	104	Sungei Nibong.
...	3	...	11	...	...	1	7	5	...	6	6	Tanjang Bungah
...	35	...	24	...	...	...	35	29	...	24	24	Telok Bahang
...	154	...	133	...	...	1	92	177	...	194	194	Total (Penang)
...	<i>Province Wellesley.</i>
...	3	...	5	...	...	...	2	5	...	6	6	Alma.
...	Asiatic Petroleum
...	3	...	5	...	...	...	2	5	...	6	6	<i>Carried forward</i>

D-Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1922.—Continued.

1922	JAVANESE.									OTHERS.									PLACE OF EMPLOYMENT.		
	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.		Number on 31st December, 1922.	
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42		
...	...	...	...	...	...	...	...	...	3	...	5	...	...	...	2	5	...	6	Brought forward.	
...	...	...	...	...	...	...	...	...	3	...	...	...	...	...	1	2	...	2	Bakap Plantations.	
59	20	3	...	...	10	63	...	72	...	...	...	...	...	...	...	...	...	...	Batu Kawan.	
79	9	2	1	48	36	141	...	105	...	...	...	...	...	...	...	...	...	...	Bertam.	
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Bertam Extended.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Bukit Tambun.
...	...	...	...	...	...	...	...	...	161	...	95	...	...	...	122	139	...	134	Bukit Toh Alang.	
18	14	...	2	3	16	116	1'72	111	...	...	...	...	...	...	...	...	...	...	Byram.	
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Caledonia.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Changkat.
57	...	...	...	...	12	150	...	145	3	...	...	...	...	2	2	...	...	1	Golden Grove.	
...	...	...	...	...	...	...	...	...	4	...	...	...	...	1	4	...	...	3	Jawi.	
...	...	...	...	...	...	...	...	...	16	...	12	...	...	...	11	16	...	...	...	Juru.
30	39	...	...	...	60	22	...	9	36	...	29	...	...	45	29	...	...	20	Kampong Lima	
...	5	...	...	...	...	1	...	5	23	...	10	...	...	16	18	...	...	17	Keat Hin	
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Kee Tek Leng.
...	...	...	...	...	...	...	...	...	...	...	14	...	...	1	3	...	...	13	Kebun Kechil	
8	27	...	...	...	30	11	...	5	2	...	...	...	...	1	2	...	...	1	Krian	
...	...	...	...	...	...	...	...	...	26	...	10	...	1	19	20	5	...	...	16	Krian (Kedah).
...	...	...	...	...	...	...	...	...	24	...	3	...	...	3	24	...	...	...	24	Lee Seng Coconut.
...	...	...	...	...	...	...	...	...	36	...	8	...	19	10	24	...	...	...	15	Malakoff.
76	...	...	...	...	14	69	...	62	70	...	34	...	1	59	61	4'64	...	...	44	Mayfield.
...	...	...	...	...	...	...	...	...	...	...	2	...	...	2	...	...	...	...	...	Permantang Langat.
98	...	19	...	10	10	...	...	97	17	...	21	2	...	9	17	...	...	31	Prye Rubber & Coconut.	
...	...	...	...	...	...	...	...	...	3	...	...	...	...	...	3	...	...	...	3	Prye (Township)
...	...	...	...	...	...	...	...	...	29	...	9	...	...	2	15	24	...	...	21	Sempah.
6	67	...	...	1	24	42	...	48	17	...	151	...	...	4	82	54	...	...	82	Simpang.
...	82	Straits Trading.
...	Sungei Duri.
3	...	...	...	1	1	2	...	1	3	...	1	...	...	1	3	1	...	...	...	Sungei Kechil.
...	...	...	...	...	...	...	...	...	6	...	1	1	...	3	5	...	...	...	5	Toolmah.
...	82	...	3	3	Telok Remis.
...	25	56	60	51	Val d'or.
734	181	24	3	63	213	617	486	660	668	...	435	3	2	26	500	609	328	579	Total (Province Wellesley)		
...	Dindings.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	5	9	...	...	7	Cashwood.
...	...	...	...	...	...	...	...	...	8	...	4	...	...	...	...	...	...	...	1	Dindings Coconut.
...	1	1	Kampong Acheh.
...	Kramat Rubber.
...	Pundut.
...	Ryeroft.
...	Sandycroft.
...	Segari Rubber.
...	...	...	...	...	...	...	...	...	9	...	4	...	...	...	5	10	...	...	8	Total (Dindings)
...	GOVERNMENT DEPARTMENTS, Singapore.
...	29	...	...	...	3	...	...	26	...	...	10	...	...	5	4	...	...	...	5	Admiralty Works.
79	11	48	34	...	42	Botanical Gardens.
2	...	...	...	...	2	...	...	...	3	...	2	...	...	4	1	...	...	...	1	F. M. S. Railways.
81	40	...	...	...	53	34	...	68	3	...	12	...	...	9	5	...	...	...	6	Carried forward.

Statistics of Labourers employed on Estates and in Public Departments in

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward ...</i>	339	...	314	20	1	52	406	146	2'63	99	169	...	13	...	...	173	5	...	9
Municipality.	4035	...	262	162	3	148	160	287	1'04	323	668	...	63	8	...	47	89	...	76	
Port Health Officer.	73	...	5	4	...	...	23	...	...	73	...	...	...	...	...	...	...	...	...
Public Works Department.	424	...	75	...	...	...	57	...	...	...	...	...	...	...	...	...	...	...	...
Singapore Harbour Board.	2,086	...	594	370	1,325	1,677	...	1,725	3,261	...	877	146	5	...	1,216	3,012	6	3,063
Survey Department	...	...	22	...	...	14	...	13	...	8	...	...	...	...	...	...	...	...	...
Total (Singapore)	6,957	...	1,272	556	4	214	1,971	2,123	18	2,228	4,098	...	953	154	5	...	1,436	3,106	16	3,148
<i>Penang.</i>																				
Medical Department	42	...	25	...	...	...	26	42	...	41	1	...	2	...	...	...	2	...	3
Municipality	2,522	...	230	...	2	11	215	2,537	0'79	2,524	221	...	61	...	...	2	241	...	280
Penang Harbour Board	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Prye River Docks	105	...	10	...	...	...	58	74	...	57	93	...	8	...	...	55	56	...	46
Penang Harbour Board	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Wharves	227	...	82	...	3	...	132	198	1'51	174	123	...	61	...	...	26	127	...	158
Public Works Department	9	...	227	350	2'57	379	27	...	16	...	2	...	8	29	6'89	33
Railway Construction	260	...	118	...	1	...	218	231	43	159	103	...	69	...	2	...	54	123	1'63	116
Rural Board	20	...	1	...	...	...	...	21	...	21	...	...	...	...	...	...	...	...	...
Assistant Postmaster-General	80	...	49	...	...	...	45	76	...	84	...	...	...	...	...	...	...	...	...
Waterfall Gardens	49	...	22	...	...	...	27	44	...	44	...	...	...	...	...	...	...	...	...
Survey Department	33	...	49	5	...	...	57	33	...	30	...	...	...	...	...	...	...	...	...
Total (Penang)	3,635	...	904	5	15	11	1,005	3,606	42	3,513	568	...	217	...	4	...	145	578	692	636
<i>Province Wellesley.</i>																				
Public Works Department	628	...	320	31	4	30	264	678	59	681	19	...	28	...	...	26	19	...	21
Railway Construction	105	...	440	132	229	...	413	245	...	200	...	2	...	345	190	1'05	98
Rural Board	51	...	1	...	...	...	1	51	...	51	...	...	...	...	...	...	...	...	...
Signal & Telegraph F.M.S., Railway	5	...	10	...	...	1	9	6	...	5	...	...	...	...	...	...	...	...	...
Total (Province Wellesley)	789	...	771	31	4	31	406	964	41	1,150	264	...	228	...	2	...	371	209	95	119
<i>Dindings.</i>																				
Public Works Department	167	...	79	...	2	...	51	177	1'13	193	3	...	...	...	...	...	3	...	3
Total (Dindings)	167	...	79	...	2	...	51	177	1'13	193	3	...	...	...	...	...	3	...	3
SUMMARY.																				
<i>Estates.</i>																				
Singapore	1,885	...	915	384	10	263	1,008	1,568	63	1,649	4,934	...	3,283	258	42	205	2,156	3,817	1'10	4,062
Penang	195	...	112	1	...	4	145	171	...	159	74	...	82	...	...	66	64	...	90
Province Wellesley	8,553	478	2,934	486	79	2,204	2,786	7,973	991	7,541	97	...	228	...	2	118	182	...	205	
Dindings	1,482	95	391	78	12	250	417	1,437	835	1,367	10	...	...	...	...	10	4	...	...
GRAND TOTAL.	12,115	573	4,352	949	101	2,721	4,356	11,149	905	10,716	5,115	...	3,593	258	42	207	2,350	4,067	1'03	4,357
GOVERNMENT DEPARTMENTS.																				
<i>Summary.</i>																				
Singapore	6,957	...	1,272	556	4	214	1,971	2,123	18	2,228	4,098	...	953	154	5	...	1,436	3,106	16	3,148
Penang	3,635	...	904	5	15	11	1,005	3,606	42	3,513	568	...	217	...	4	...	145	578	692	636
Province Wellesley	789	...	771	31	4	31	406	964	41	1,150	264	...	228	...	2	...	371	209	96	119
Dindings	167	...	79	...	2	...	51	177	1.13	193	3	...	...	...	...	...	3	...	3
GRAND TOTAL.	11,548	...	3,026	592	25	256	3,433	6,870	365	7,084	4,933	...	1,398	154	11	...	1,952	3,896	28	3,906

).—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1922.—Continued.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.
Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.	Number on 1st January, 1922.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1922.	
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.				
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
81	...	40	...	...	...	53	34	...	68	3	...	12	...	...	...	9	5	...	6	<i>Brought forward.</i>
707	...	97	74	...	...	82	57	...	93	44	...	2	...	...	...	15	5	...	5	Municipality.
142	...	92	...	...	...	6	223	...	228	178	...	27	...	...	...	66	140	...	148	Port Health Officer.
48	...	8	...	...	...	12	45	...	44	3	...	215	...	...	155	...	141	...	63	Public Works Department
978	...	237	74	...	...	153	359	...	433	228	...	256	...	...	155	90	291	...	222	Singapore Harbour Board
																				Survey Department.
																				Total (Singapore)
																				<i>Penang.</i>
42	...	3	...	1	...	1	43	2'33	43	30	...	1	...	...	...	3	28	...	1	Medical Department
...	26	...	7	...	...	...	8	24	...	25	Municipality.
1	1	...	1	115	...	33	...	1	...	33	109	'91	114	Penang Harbour Board
...	23	...	37	...	...	...	23	30	...	37	Prye River Dock.
...	8	...	12	...	...	...	10	12	...	10	Penang Harbour Board
...	16	...	7	...	...	...	4	16	...	19	Wharves
...	1	...	...	...	...	...	...	1	...	1	Public Works Department.
...	17	...	66	1	...	...	60	29	...	24	Railway Construction
43	...	3	...	1	...	1	44	2'27	44	236	...	163	1	1	...	141	249	.40	258	Rural Board.
																				Assistant Postmaster
																				General.
																				Waterfall Gardens
																				Survey Department.
																				Total (Penang)
																				<i>Province Wellesley.</i>
...	...	1	...	...	...	1	...	...	...	95	...	53	...	1	...	45	96	1'04	102	Public Works Department.
...	23	...	21	...	...	...	41	11	...	3	Railway Construction
...	Rural Board.
...	Signal & Telegraph
...	...	1	...	...	...	1	...	...	...	118	...	74	...	1	...	86	107	'93	105	F.M.S., Railway
																				Total (Province Wellesley)
																				<i>Dindings.</i>
...	24	...	9	...	...	...	14	19	...	19	Public Works Department.
...	24	...	9	...	...	...	14	19	...	19	Total (Dindings)
																				SUMMARY.
																				<i>Estates.</i>
1,493	...	859	8	4	28	856	1,346	'29	1,326	825	...	302	72	4	15	360	590	'67	627	Singapore.
...	154	...	133	...	...	1	92	177	...	194	Penang.
734	...	181	24	3	63	213	617	'486	660	668	...	435	4	2	26	500	609	'328	579	Province Wellesley.
...	9	...	4	...	...	...	5	10	...	8	Dindings.
2,227	...	1040	32	7	91	1,069	1,785	'30	1,986	1,656	...	874	76	6	42	957	1,386	'43	1,408	GRAND TOTAL.
																				GOVERNMENT DEPARTMENTS.
																				<i>Singapore.</i>
978	...	237	74	...	...	153	359	...	433	228	...	256	...	...	155	90	291	...	222	Singapore.
43	...	3	...	1	...	1	44	2'27	44	236	...	163	1	1	...	141	249	'40	258	Penang.
...	...	1	...	...	...	1	...	...	...	118	...	74	...	1	...	86	107	'93	105	Province Wellesley.
...	24	...	9	...	...	...	14	19	...	19	Dindings.
1,021	...	241	74	1	...	155	403	'24	477	606	...	502	1	2	155	331	666	'30	604	GRAND TOTAL.

Statistics of Labourers employed on Estates

PLACE OF EMPLOYMENT.	INDIANS.									CHINESE.										
	Number employed on 1st January, 1922.	Additions			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.	Number employed on 1st January, 1922.	Additions			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.
		Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
Alor Gajah ...	97	46	22	...	2	19	28	109	1'83	116	...	...	...	...	...	...	...	...	...	...
Ayer Molek ...	...	...	...	...	...	...	...	...	...	...	48	...	11	...	...	...	...	57	...	59
Ayer Panas ...	370	96	272	5	8	87	182	402	1'99	466	3	1	...	...	...	1	30	...	3	
Ayer Rajah ...	67	...	17	...	...	5	7	67	...	72	30	1	...	...	...	1	30	...	30	
Ayer Salak ...	...	...	...	...	...	...	...	...	...	...	33	...	18	...	...	...	24	29	...	27
Batang Malaka ...	196	63	...	41	7	74	73	155	4'52	146	...	...	...	...	...	...	...	...	...	...
Batu Berkarat ...	98	4	6	11	2	6	14	98	2'04	97	6	...	...	...	...	...	...	4	...	6
Batulang ...	208	30	390	...	3	244	166	249	1'20	215	...	...	...	...	...	...	...	...	...	...
Bekoh ...	83	...	115	46	1	71	125	101	0'99	47	...	...	...	...	...	...	...	...	...	...
Bemban ...	2	...	2	...	...	...	2	1	...	2	18	...	4	...	...	...	22	12	...	...
Bemban (Dunlop) ...	143	11	136	...	8	...	139	143	5'59	143	...	...	1	...	...	...	...	...	1	...
Beng Kong Seng ...	...	...	...	...	...	...	...	...	...	...	30	...	...	...	...	...	...	30	...	30
Bertam ...	226	46	123	...	3	68	114	253	1'19	210	163	...	...	...	...	161	106	...	2	
Bishop of Malacca ...	...	...	...	...	...	...	...	...	...	...	40	...	...	...	...	10	38	...	30	
Bukit Asahan ...	200	...	236	...	6	58	70	262	2'29	302	232	...	213	...	1	39	229	251	0'40	176
Bukit K. B. ...	...	...	...	...	...	...	...	...	...	...	18	...	...	...	...	...	...	18	...	18
Bukit Kajang ...	371	15	262	14	3	137	180	353	0'85	342	60	...	2	...	...	19	49	...	43	
Bukit Katil ...	4	...	2	...	...	...	3	3	...	3	41	...	6	...	...	18	35	...	29	
Bukit Lintang ...	162	71	33	11	5	30	21	195	2'56	221	1	...	2	...	...	...	1	...	3	
Chan Cheng Siew ...	2	...	...	...	...	...	...	2	...	2	124	...	52	...	1	...	23	139	0'72	152
Chan Geok Kum ...	...	...	...	...	...	...	...	...	...	...	36	...	3	...	...	...	11	34	...	28
Chan Kang Swee ...	...	...	...	...	...	...	...	...	...	...	18	...	...	...	...	...	18	7	...	...
Chempedak ...	110	43	7	3	1	28	20	114	0'88	114	...	...	...	...	...	...	...	...	...	...
Cheng ...	180	57	20	9	3	34	84	159	1'89	145	...	...	...	...	...	...	...	...	...	...
Chi Sim Chong ...	...	...	...	...	...	...	...	...	...	...	22	...	33	...	...	...	55	21	...	...
Devon ...	733	227	257	...	8	179	401	681	1'17	629	210	...	88	...	...	...	158	175	...	140
Diamond Jubilee ...	674	204	51	35	22	82	125	706	3'12	735	30	...	20	...	...	...	34	28	...	16
Durian Tungal ...	28	...	167	...	1	16	11	69	1'45	167	...	...	86	...	...	...	41	39	...	45
E. Kong Guan I ...	...	...	...	...	...	...	...	...	...	...	15	...	4	...	...	...	8	13	...	11
E. Kong Guan II ...	...	...	...	...	...	...	...	...	...	...	33	...	2	...	...	...	1	34	...	34
E. Kong Guan III ...	...	...	...	...	...	...	...	...	...	...	25	...	...	...	...	...	15	16	...	10
Gadek ...	174	29	316	...	8	217	90	203	3'94	204	...	...	7	...	...	...	...	3	...	7
Gadek (Chetty) ...	201	15	413	3	1	291	154	194	0'52	186	...	...	13	...	...	...	13	3	...	...
Garing ...	187	108	185	36	3	211	146	196	1'53	156	...	...	...	...	...	...	...	...	...	...
Goh Soh Pin ...	...	...	...	...	...	...	...	...	...	...	123	...	132	...	...	...	144	117	...	111
Investing Rubber ...	...	...	1	...	...	...	1	...	...	...	43	...	1	...	...	...	44	18	...	...
Jasin ...	191	48	34	8	3	27	59	198	1'52	192	...	...	...	...	...	...	...	...	...	...
Jasin Lallang (Balang Pesah) ...	219	91	289	8	9	218	105	252	3'57	275	...	...	35	...	...	...	35	5	...	...
Jasin Lallang (Bukit Chermin) ...	95	24	212	...	3	174	15	111	2'70	139	21	...	40	...	...	...	41	38	...	20
Jasin Lallang (Paya Gemoh) ...	61	6	106	28	...	39	48	75	...	114	...	...	25	...	...	...	...	9	...	25
Kelemak ...	195	...	54	...	...	30	91	160	...	128	73	...	50	...	...	10	68	73	...	45
Kemendore ...	96	3	50	...	4	15	42	90	4'44	88	121	...	121	...	...	14	177	85	...	51
Kempas (Home) ...	157	4	88	...	1	61	24	154	0'65	163	...	...	...	...	...	...	...	...	...	...
Kempas (Lubok China) ...	81	9	104	22	2	17	27	137	1'46	170	...	...	1	...	...	...	...	...	...	...
Kemuning ...	166	121	18	6	5	58	66	179	2'79	182	165	...	11	...	...	...	105	130	...	61
Krubong ...	121	22	26	61	1	54	91	87	1'15	84	4	...	11	...	...	1	14	4	...	...
Kru ...	290	40	80	...	1	57	174	250	0'40	178	...	...	...	...	...	...	...	...	...	...
Lee Thin ...	...	...	...	...	...	...	...	...	...	...	9	...	12	...	...	...	5	10	...	16
Lendu ...	205	28	132	...	3	29	106	209	1'44	227	26	...	1	...	...	...	26	15	...	1
Leong Long Man ...	...	...	...	...	...	...	...	...	...	...	39	...	8	...	...	...	11	36	...	36
Leong Tow Joon ...	...	...	...	...	...	...	...	...	...	...	132	...	95	...	...	...	135	94	...	92
Leong Watt Hin ...	...	...	11	...	...	...	11	2	...	...	36	...	25	...	...	...	21	30	...	40
Lim Kim Suah ...	...	...	...	...	...	...	...	...	...	...	36	...	...	...	...	...	36	22	...	...
Lim Peb ...	...	...	...	...	...	...	...	...	...	...	65	...	...	...	...	...	65	39	...	...
Malacca Pinda (Home) ...	1	...	2	...	...	...	2	1	...	1	87	...	63	...	...	...	62	91	...	88
Malacca Pinda (Division II) ...	10	...	8	...	...	...	2	13	...	16	37	...	52	...	...	...	56	29	...	33
Melekek ...	2	...	19	...	...	...	9	6	...	12	280	...	108	...	...	...	60	237	...	328
Merlimau ...	893	227	67	295	17	372	255	861	1'97	938	8	...	115	...	...	...	24	36	...	99
Carried forward ...	7,299	1,688	4,333	632	144	3,008	3,283	7,500	...	7,527	2,541	...	1,462	...	2	64	1,991	2,293	...	1,946

LIX E.

and in Public Departments in Malacca in 1922.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.
Number employed on 1st January, 1922.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.	Number employed on 1st January, 1922.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.	
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.				
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
...	44	...	4	...	...	...	13	43	...	...	Alor Gajah
...	2	...	...	...	...	...	1	1	...	1	Ayer Molek
...	Ayer Panas
...	5	...	17	...	...	...	9	9	...	...	Ayer Rajah
...	Ayer Salak
...	Batang Malaka
...	17	...	28	...	...	...	21	20	...	...	Batu Berkarat
...	Batulang
...	Bekoh
...	Bemban
1	1	...	1	1	...	...	...	...	...	...	1	...	1	Bemban (Dunlop)
...	Beng Kong Seng
...	31	...	11	...	...	...	31	14	...	...	Bertam
...	7	...	...	...	...	...	1	7	...	...	Bishop of Malacca
48	...	33	...	1	4	20	52	1.92	56	24	...	24	...	...	1	33	22	...	14	Bukit Asahan
...	6	...	...	...	...	...	...	4	...	4	Bukit K. B.
65	...	21	...	...	7	79	44	...	...	4	...	...	...	...	...	6	6	...	6	Bukit Kajang
...	7	...	44	...	...	...	25	28	...	26	Bukit Katil
...	...	21	...	...	...	4	4	...	17	3	...	...	...	...	2	2	...	1	1	Bukit Lintang
6	5	2	...	1	48	...	30	...	...	...	13	49	...	65	Chan Cheng Siew
...	1	...	...	...	...	...	1	...	...	...	Chan Geok Kum
...	1	...	...	...	2	1	...	...	Chan Kang Swee
...	1	...	1	...	...	...	...	...	...	...	Champedak
...	Cheng
...	Chi Sim Chong
...	11	...	7	...	...	2	5	11	...	11	Devon
...	25	...	15	...	...	...	35	14	...	5	Diamond Jubilee
8	...	28	...	...	...	24	10	...	12	...	...	...	...	...	...	...	...	...	...	Durian Tunggal
5	...	10	...	...	...	5	4	...	10	25	...	14	...	...	4	32	...	...	35	E. Kong Guan I
...	30	...	...	...	...	...	8	26	...	22	E. Kong Guan II
...	7	...	16	...	...	...	7	10	...	16	E. Kong Guan III
...	4	...	...	...	7	4	...	4	Gadek
...	...	4	...	...	...	4	1	...	...	...	...	3	...	...	...	3	1	...	...	Gadek Chetty)
...	5	...	...	...	...	1	...	5	Garing
...	Goh Soh Pin
2	2	1	...	...	12	...	...	...	...	...	12	5	...	...	Investing Rubber
...	Jasin
...	4	...	2	...	...	...	4	3	...	2	Jasin Lallang (Balang Pesah)
...	Jasin Lallang (Bukit Chermir)
...	1	...	...	...	...	...	...	1	Jasin Lallang (Paya Gemoh)
...	...	7	...	...	7	...	1	...	...	...	...	...	...	...	...	...	...	...	...	Kelemak
...	24	...	31	...	...	...	45	16	...	10	Kemendore
...	Kempas (Home)
...	Kempas (Luboh China)
9	...	7	...	...	...	8	8	...	8	3	...	...	...	...	...	...	3	...	3	Kemuning
...	Krubong
...	Kru
...	2	...	...	...	2	...	...	...	Lee Thin
...	Leodu
...	Leong Long Man
...	Leong Tow Joon
8	...	2	...	...	...	5	8	...	5	59	...	30	...	...	...	18	67	...	71	Leong Watt Hin
8	8	5	...	...	13	...	...	...	...	...	13	8	...	...	Lim Kim Suah
...	Lim Peh
...	...	1	...	...	...	1	...	...	...	14	...	19	...	...	...	15	13	...	18	Malacca Pinda (Home)
...	Malacca Pinda (Division II)
...	8	...	40	...	...	...	40	7	...	8	Melekek
...	4	...	66	...	...	...	31	12	...	39	Merlimau
160	...	134	...	1	18	165	141	...	110	440	...	416	...	...	3	396	441	...	457	Carried forward

Statistics of Labourers employed on Estate

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number employed on 1st April, 1922.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.	Number employed on 1st April, 1922.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward ...</i>	7,299	1,688	4,333	632	144	3,008	3,283	7,500	...	7,527	2,541	...	1,462	...	2	64	1,991	2,293	...	1,946
Mohamed ...	...	...	...	...	...	...	...	...	...	...	14	...	14	...	...	...	4	19	...	24
Nyalas ...	...	...	...	...	...	...	...	...	...	...	42	...	12	...	...	...	7	44	...	47
Ong Hin Tiong ...	...	...	...	...	...	...	...	...	...	...	70	...	...	...	...	...	30	64	...	40
Ong Hing Hong ...	...	...	...	...	...	...	...	...	...	...	43	...	50	...	...	10	25	49	...	58
P. V. Raman Chetty ...	...	...	...	...	...	...	...	...	...	...	52	...	27	...	...	...	52	27	...	27
Pegoh (Home) ...	443	129	332	47	7	256	184	486	1.44	504	70	...	106	...	...	...	176	55	...	...
Pegoh (Rembia) ...	155	17	208	31	18	112	75	204	8.82	206	45	...	182	...	...	...	227	65	...	...
Peralta ...	...	...	5	...	...	2	3	1	...	...	3	...	20	...	...	1	7	10	...	15
Permata ...	...	...	...	...	...	...	...	...	...	...	8	...	5	...	...	...	5	9	...	8
Punchor ...	11	...	135	...	...	24	78	40	...	44	...	...	...	...	...	...	...	...	...	...
Punggor ...	...	...	...	...	...	...	...	...	...	...	20	...	20	...	...	...	21	19	...	19
Radella ...	76	67	8	17	3	26	72	85	3.53	67	...	...	...	...	...	...	...	...	...	...
Rembia ...	254	43	107	...	4	88	77	248	1.61	235	...	...	...	...	...	...	...	...	...	...
Rim ...	362	127	...	17	9	...	117	379	2.37	380	10	...	3	...	...	...	5	9	...	8
Serkam ...	251	23	132	...	1	76	102	245	.41	227	43	...	20	...	...	...	37	37	...	26
Sit Keng Seck ...	...	...	...	...	...	...	...	...	...	...	4	...	2	...	...	...	4	2	...	2
Sungei Bahru ...	208	101	...	19	2	64	30	226	.88	232	...	...	...	...	...	...	...	...	...	...
Tampalak (Pengkalan Balak) ...	9	...	63	...	...	6	42	12	...	24	28	...	27	...	...	...	34	22	...	21
Tambalah (Tampoi) ...	22	...	56	...	...	10	44	28	...	24	8	...	6	...	...	...	7	8	...	7
Tampin ...	...	...	89	...	1	1	7	35	2.86	80	...	...	3	...	...	...	1	1	...	2
Tan Chay Yan ...	...	...	...	...	...	...	...	...	...	...	60	...	13	...	...	...	25	57	...	48
Tan Cheng Lock ...	...	...	18	...	...	...	10	2	...	8	11	...	7	...	...	...	8	12	...	10
Tan Cheng Tiong ...	...	...	...	...	...	...	...	...	...	...	16	...	1	...	...	...	13	8	...	4
Tan Chi Eng ...	...	...	...	...	...	...	...	...	...	...	46	...	13	...	...	...	59	31	...	...
Tan Chi Eng (Kongsil) ...	...	...	...	...	...	...	...	...	...	...	22	...	2	...	...	...	4	22	...	20
Tan Jiak Choo ...	8	...	1	...	...	...	3	6	...	6	144	...	75	...	...	...	69	146	...	150
Tan Kim Koh ...	...	...	...	...	...	...	...	...	...	...	34	...	...	...	...	...	34	20	...	...
Tan Kim Wee ...	...	...	8	...	...	...	...	3	...	8	80	...	...	...	...	...	56	52	...	24
Tan Koon Hong ...	...	...	...	...	...	...	...	...	...	...	80	...	10	...	6	...	4	79	...	80
Tan Seck ...	...	...	...	...	...	...	...	...	...	...	65	...	75	...	...	...	54	91	...	86
Tan Yok Mok ...	...	...	...	...	...	...	...	...	...	...	40	...	5	...	...	...	9	39	...	40
Tangga Batu ...	...	...	1	...	...	1	1	...	...	...	...	...	8	...	...	...	...	4	...	4
Tay Siew Eng ...	...	...	...	...	...	...	...	...	...	...	22	...	4	...	...	...	10	23	...	16
Tebolang ...	236	6	119	12	5	100	40	249	2.01	228	...	...	6	...	...	...	...	2	...	6
Tebong ...	466	33	752	...	18	394	221	551	3.27	618	3	...	18	...	...	...	8	10	...	13
Teh Gi ...	...	...	...	...	...	...	...	...	...	...	20	...	2	...	...	...	22	12	...	...
Union ...	103	...	39	9	3	16	86	75	4.00	46	...	...	...	...	...	...	...	...	...	...
United Malacca ...	30	...	2	...	1	...	24	15	6.67	7	9	...	7	...	...	...	3	8	...	13
Wee Yap Chin (Chaban) ...	...	...	...	...	...	...	...	...	...	...	15	...	9	...	...	...	8	18	...	16
Wee Yap Chin (Lendu) ...	...	...	...	...	...	...	...	...	...	...	30	...	19	...	...	...	15	36	...	34
Yong Kee Shian ...	...	...	...	...	...	...	...	...	...	...	70	...	3	...	...	...	8	69	...	65
TOTAL ...	9,933	2,234	6,408	784	216	4,163	4,499	10,391	2.08	10,471	3,768	...	2,236	...	2	91	3,041	3,472	0.06	2,880
<i>Public Departments.</i>																				
District Engineer, Seremban ...	126	...	67	17	1	59	47	102	.98	103	1	...	2	...	...	...	...	1	...	3
Loco Superintendent, Kuala Lumpur ...	7	...	3	...	...	1	3	7	...	6	...	...	...	...	...	...	...	...	...	...
Traffic Manager, Kuala Lumpur ...	14	...	6	...	1	...	12	11	9.09	7	18	...	3	...	...	...	5	16	...	16
Rev. Surveys ...	3	...	...	...	...	...	2	2	...	1	...	...	...	...	...	...	...	...	...	...
Municipal Engineer ...	249	...	10	...	...	...	1	254	...	258	56	...	5	...	...	...	...	59	...	61
Executive Engineer ...	341	...	316	...	7	84	113	384	1.82	453	...	...	...	...	...	...	...	...	...	...
TOTAL ...	740	...	402	17	9	144	178	760	1.18	828	75	...	10	...	...	...	5	76	...	80

-Continued.

and in Public Departments in Malacca in 1922.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number employed on 1st April, 1922.	Additions.			Deductions.			Average Populations.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.	Number employed on 1st April, 1922.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1922.		
	Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
160	...	134	...	1	18	165	141	...	110	440	...	416	...	...	3	396	441	...	457	Brought forward
...	10	...	2	...	...	...	5	9	...	7	Mohamed	
...	31	...	20	...	...	...	25	28	...	26	Nyalas	
...	31	...	17	...	...	...	17	27	...	31	Ong Hin Tong	
...	60	...	72	...	...	...	102	44	...	30	Ong Hing Hong	
...	8	...	38	...	...	...	37	11	...	1	P. V. Raman Chetty	
...	47	...	59	...	...	...	56	15	...	11	Pegoh (Home)	
...	18	...	21	...	...	...	24	44	...	44	Pegoh (Rembia)	
...	25	...	...	...	24	18	...	19	Peralta	
...	Permata	
...	50	...	44	...	...	...	23	61	...	71	Punchor	
...	286	...	...	...	...	...	40	262	...	246	Punggor	
...	24	...	28	...	...	...	22	27	...	30	Radella	
...	4	...	2	...	...	...	1	5	...	5	Rembia	
...	26	...	34	...	...	...	44	20	...	16	Kim	
...	28	...	33	...	...	3	37	21	...	21	Serkam	
1	...	264	...	...	...	234	13	...	31	9	...	14	...	...	...	23	5	...	...	Sit Keng Seck
...	65	...	14	...	...	...	35	58	...	44	Sungei Bahru	
...	...	2	...	...	...	...	1	...	2	3	...	11	...	...	...	1	2	...	...	Tampalak (Pengkalen)
...	17	...	2	...	...	...	19	11	...	14	Balak)	
...	1	...	...	...	...	...	...	...	...	...	Halak)	
1	1	...	1	96	...	189	...	...	...	197	102	...	88	Tampalah (Tampoi)	
...	20	...	35	...	...	...	45	30	...	10	Tampin	
...	18	...	...	...	...	...	18	8	...	...	Tan Chay Yan	
...	6	...	16	...	...	...	8	10	...	14	Tan Cheng Lock	
...	115	...	...	...	73	73	...	42	Tan Cheng Tiong	
...	Tan Chi Eng	
...	1	...	1	...	...	...	...	2	...	2	Tan Chi Eng (Kongsi)	
...	15	...	1	...	...	...	16	9	...	...	Tan Jiak Choo	
1	1	...	...	...	39	...	1	...	...	...	27	1	...	1	Tan Kim Koh	
...	9	...	1	...	...	23	4.35	20	Tan Kim Wee	
...	10	Tan Koon Hong
...	Tan Seck
...	Tan Yok Mok
...	Tangga Batu
...	Tay Siew Eng
...	Tebolang
...	1	...	1	...	...	...	...	2	...	2	Tebong	
...	9	Teh Gi
1	1	...	1	Union	
...	United Malacca
...	Wee Yap Chin
...	(Chaban)
...	Wee Yap Chin(Lendu)
...	Yong Kee Shian
163	...	400	...	1	18	400	156	64	144	1,352	...	1,231	...	1	6	1,315	1,375	07	1,261	TOTAL	
...	Public Departments.
...	24	...	10	...	...	3	10	24	...	21	District Engineer, Seremban	
...	Loco Superintendent, Kuala Lumpur
1	1	...	1	14	...	4	...	...	...	6	13	...	12	Traffic Manager, Kuala Lumpur	
6	...	3	...	...	...	...	7	...	9	120	...	152	...	...	...	184	106	...	88	Rev. Surveys
...	Municipal Engineer
...	Executive Engineer
7	...	3	...	...	...	...	8	...	10	158	...	166	...	...	3	200	143	...	121	TOTAL

APPENDIX F.

List of Tamil Schools on Estates in Province Wellesley at the end of 1922.

Name of Estates.	Average attendance.	Remarks.
<i>Province Wellesley.</i>		
Batu Kawan Estate	43	Recommended for Grant-in-aid.
Bertam Estate	34	
Byram Estate	18	
Caledonia Estate (St. Anthony's Roman Catholic School)	27		Do.
Caledonia Estate	33	Do.
Changkat Estate	12	
Jawi Estate	33	
Krian Estate	21	
Malakoff Estates	25	
Mayfield Estates	13	
Prye Estate	13	Do.

ANNEX.

STATEMENT MADE BY MR. GILMAN OF THE MALAYA DEPUTATION TO THE STANDING COMMITTEE ON EMIGRATION OF THE GOVERNMENT OF INDIA, AT SIMLA, ON 31ST AUGUST, 1922.

(In reply to the President.) Yes, Sir, with your permission, I should like to make an introductory statement, as I think it will help to a mutual understanding. I do not wish to make a long speech and I will try to be as brief as I can, but there is a good deal of ground to cover.

I shall first have something to say about the status and personnel of this deputation and then a few words about the country we represent, British Malaya.

I then propose to give a brief historical survey of the relations that have subsisted between British India and Malaya for the past 50 years with a short account of the development of our so-called kangany system and the Immigration Fund and finally some description of our present arrangements for recruiting labour from South India.

First, with regard to this deputation, I would at the outset emphasise the fact that it is a Government deputation. We have been sent to represent to this Committee the views of the Governments of the Straits Settlements and Federated Malay States.

Owing to the absence of His Excellency the Viceroy I have been unable to present the formal letter of introduction which we bear from His Excellency the Officer Administering the Government of the Straits Settlements and High Commissioner for the Federated Malay States. But I can inform you that it states that the deputation consists of Mr. E. W. F. Gilman of the Malayan Civil Service (that is myself) Controller of Labour, Straits Settlements and Federated Malay States, accompanied by Mr. T. J. Cumming, Chairman of the Planters' Association of Malaya, and Mr. P. K. Nambyar, a member of the Municipal Council of Georgetown, Penang; that these gentlemen are all members of the Immigration Committee of the Straits Settlements and Federated Malay States and that Mr. C. Wilson, Malayan Civil Service, attends as Secretary to the deputation. Mr. Cumming's position as Chairman of the Planters' Association needs no further explanation.

Mr. Nambyar I should mention is, I believe, in a small way an estate owner; he is also a lawyer but he does not appear here in either of these capacities, but as a gentleman holding a public position in Malaya who has always taken a sympathetic interest in his poorer fellow-countrymen.

I have full authority to put forward the views of both the Governments of the Straits Settlements and Federated Malay States and these gentlemen are here to answer any question you may wish to put to them.

I wish to make it quite clear that I am charged to look after the interests of the country and not of the planting interest.

Malaya is in a different position to other colonies to which Indians emigrate.

Indians only come second and a long way second in importance of the immigrant races of Malaya. Apart from the indigenous Malay interest—which predominates in the Unfederated States—the preponderating influence hitherto throughout Malaya has been Chinese.

I think perhaps I can bring this home to you most forcibly by a reference to the general return attached to the Administration Report for the Federated Malay States for 1921 which gives details of revenue and expenditure, imports and exports, duty on tin and rubber, land revenue and railway receipts from the year 1889 to 1921.

I will pass this report round afterwards for the information of members, but will first quote some of the figures.

For 1920 the last normal year the revenue was \$72,277,146, of which duty on tin amounted to \$12,203,531. Duty on rubber to \$4,443,100. Land revenue and land sales \$4,004,095, railway receipts \$17,316,533. Last year the revenue fell to \$54,449,568, of which the tin duty furnished \$6,153,300 while the revenue from rubber had almost disappeared, being only \$164,169: \$1 at the present exchange is equivalent to Rs. 1-12-0.

The significance of these figures lies in the fact that the tin industry is largely in the hands of the Chinese who own a large proportion of the mines, while these are worked almost entirely by Chinese labour.

In the Straits Settlements, of which the most important part consists of the ports of Singapore and Penang, the agricultural interest is still less important.

From a planting point of view if conditions for the importation of Indian labour were found to be too onerous, it might be profitable to turn to Chinese labour. In Sumatra the whole Dutch tobacco industry has been worked up and to-day depends entirely on Chinese labour, the work being too heavy for the Javanese who are imported into Sumatra for rubber estates.

Similarly in the Federated Malay States the work in the rubber industry is not sufficiently heavy to necessitate the employment of Chinese and hitherto Tamils have been preferred. Work on a rubber estate, as you may know, is not hard work.

The Government, on the other hand, would naturally prefer to maintain and develop a connection with another portion of the Empire rather than have to rely for the labour we require entirely on a foreign State.

Again I only mention this point to make it clear to you that the interests of the Government and the planters are not necessarily identical.

I come now to the country we represent. British Malaya comprises three political groups :

- (1) The Crown Colony of the Straits Settlements which has the ordinary constitution of a Crown Colony.
- (2) The Federated Malay States of Perak, Selangor, Negri Sembilan and Pahang, a group of protected States in the Malay Peninsula which were formed into a federation in the year 1895.
- (3) The Unfederated States of Johore, Kedah, Perlis, Kelantan, Trengganu and Prunei in Borneo which have come at various times under British protection. There is in each of them a British Adviser with a few British officers. Their administrations are separate, but they have a common channel of communication with the Central Government through the Secretary to the High Commissioner.

The whole area of British Malaya is roughly 56,602 square miles, and the total population 3,358,054 persons, that is to say about 1-30th of the area 1-100th of the population of British India—

Of the total population the Straits Settlements claim ...	883,769
The Federated Malay States	1,324,890
and the Unfederated Malay States	1,149,395

As regards race, the population comprises—

Malays	1,651,051
Chinese	1,174,777
Indians	471,666
Others	60,560

The Indian population is 14 per cent. of the whole.

Tamils in British Malaya number 387,597 representing over 82 per cent. of the Indian population; all South Indians 444,773 or over 94 per cent. of the Indian population including Telegus 39,986 and Malayalis 17,190.

The Census for 1921 showed :

The total estate population 372,709 enumerated on 1,350 estates.

10·2 per cent. Malays	38,319
18·9 „ Chinese	70,722
69·3 „ Indians	258,315
1·6 „ Others	5,323

Of Indians on estates 208,443 are Tamils and the sex proportion amongst these is male 1·8 to female 1; and all Indians (on estates) 1·9 to 1.

Further information is to be found in the Census Report for 1921, and the Chief Secretary's Administration Report, Federated Malay States, 1921, both of which are laid on the table.

So much for the deputation and what we represent.

You are no doubt familiar with the main features of the early connection between the Straits Settlements and India, an account of which is contained in the last appendix to the Marjoribanks and Marikair Report, but this account does not take you very much further than the year 1872 when emigration to the Straits Settlements first came under control. Up to the year 1867 the Settlements politically were part of British India, being included in the Bengal Presidency and apart from certain Acts of 1857 and 1859 regulating passenger traffic there was no sort of control over the flow of emigration from India to the Straits Settlements. The Emigration Act of 1864 which made emigration illegal except in accordance with the provisions of the Act did not of course apply but with the separation of the Settlements from British India in 1867 the Act

automatically applied to them. This fact passed unnoticed till 1870. After negotiations between the Governments concerned in the year 1872 certain conditions were laid down by the Government of India on which emigration to the Straits Settlements was allowed.

During the 25 years from 1872—1897 varying measures of control were exercised by the Government of India but the subject was a constant source of irritation on both sides and finally the Government of India decided to leave the whole matter in the hands of the Colonial Government.

For the past 25 years, since 1897, emigration from India to the Straits Settlements has been free of all restrictions as far as the Government of India has been concerned except for a short period during the war, when owing to the demands of the Imperial Government for labour battalions emigration was restricted to the number specified on licence and males between the ages of 18 and 25 were prohibited from emigrating. In the year 1897 and for some time after the actual volume of immigration was insignificant compared with what has since taken place. This is shown graphically on the chart which I have had prepared to illustrate it.

From 1885 to 1904 (with two exceptions when it rises to 30,000) the total number of arrivals of deck passengers remains fairly constant at about 20,000.

The years 1904 to 1910 form a period of transition at the end of which it has risen to 83,723.

From 1911 to 1920 the arrivals average 90,000 per annum. During the same period the total number of Chinese emigrants was 1,599,338, an average of 160,000 per annum, while last year the Chinese immigrants numbered 191,043 and South Indians 45,673.

The period during which this great increase was taking place or more correctly the years 1901 to 1910 also mark the transition from a system of indenture to one of complete freedom.

Under indenture should really be classed a "free system" which recognises indebtedness on account of recruiting expenses.

The condition that labourers were to be brought on to their place of employment in Malaya absolutely free from debt was made binding from 30th June, 1909.

The recruiting of statute immigrants was abolished in 1910.

I come now to the development of our so-called kangany system. On looking through the records of my department the first mention I can find of the word kangany occurs in the annual report of 1898. Kangany, I believe, is not used in Southern India in the sense of a headman and the term was brought over to the Straits from Ceylon.

Previously the word used is *tindals*.

I have taken a few extracts which I propose to read to you from the reports of this period. (Paragraph 53 of S. S. A. R., 1898.) "The system of importing free coolies passage paid has been fairly started among the planters in the Native States, as many as 435 of this class of men arriving and passing through Penang during the year."

(Paragraph 54 of S.S.A.R., 1898.) "These coolies are collected in India by tindals sent over by the planters. The tindals take all the men to the depôt at Negapatam where the Superintendent notes their descriptions and where they obtain tickets at a reduced rate. On arriving in Penang they pass through the depôt like all other immigrants, but are not detained there and do not sign contracts proceeding to their destination nominally free men, at liberty to leave their employer if they like."

In the early reports of the Immigration Department constant references occur to the proposal to appoint a qualified Agent in India, a proposal actually approved after the commission of 1890 but definitely abandoned later on account of expense. The official view in the Straits at that time was that the Agent should be the Planters' Agent (compare the Ceylon Labour Commission).

For example from the report for 1895 (paragraph 14 of S.S.) "I am quite convinced that Mr. MacGregor was right in stating that the recruiting system was at fault, and that the best remedy was to be found in the appointment of a proper Agent to reside in India and attend personally to the work of recruiting. It is no less certain that it is the planters and not the Government who should combine to appoint and maintain such an Agent to work in their own interests. If the demand for Indian coolie labour is such as it is said to be, I believe there is not the least doubt that a trustworthy resident Agent employed by the planters and himself conversant with the language and habits of the Tamil population, could command a field of labour practically inexhaustible, and ensure the enlistment of *bona fide* agricultural coolies. In many up-country districts in South India, the very name of the Straits is unknown to the natives, although Natal and Mauritius, which have more active recruiting Agents, are well known to all. The remedy then is in the hands of the planters themselves and it remains for them to associate themselves for this purpose."

In the early days the department beyond keeping statistics of arrivals and departures of all immigrants was merely concerned with the protection of statute immigrants.

In fact, as a friend put it to me recently, when the head of the department merely controlled labour he was called Protector (this was the title in 1886), now that he protects labour he is called Controller. Apropos of this title I will relate you a story of a predecessor of mine who on being appointed to this office wrote home to his father describing his new duties and he got the reply that it seems to me that you ought to be called Controller of Employers of Labour. To continue my quotations from the report for 1893 :

(Paragraph 30 of S.S.A.R., 1895.) "As regards coolies recruited by tindals who have no written agreement it is impossible to say how much money is recovered from them for no questions are asked, and the coolie is entirely at the mercy of the tindal. Personally I am not in favour of the system when any money is recoverable even in the Civil Court, as there is no doubt that these tindals have the means of 'squeezing' coolies and keeping them for indefinite periods, but free labour with inspection on estates I would gladly see introduced if it were possible."

The Ordinance of 1904, brought into force on 1st January, 1905, first gave the department control over estates employing free labour.

We are soon to come to the abolition of the debt system (paragraph 39 of S.S.A.R., 1908). "The payment of reasonable recruiting expenses by the Committee of course implies the discontinuance of the custom of debiting free coolies on arrival with the expense incurred in recruiting them."

The Labour Report for the Federated Malay States for the same year is still more explicit.

(Paragraphs 50 to 53 of F.M.S.A.R., 1908.) "Free passages were granted from the Immigration Fund to all independent labourers applying for them and to employers for coolies imported by them, on condition that the assessment was not to be deducted from wages and that the deductions from wages on account of all advances and expenses incurred previous to the arrival of the emigrant at his place of employment were in no case to exceed Rs. 12.

The number of recruiting licences issued to kanganyes on these conditions during 1908 was 1,225."

"51. In September, power was given to defray recruiting expenses in India as well as passage money from India out of the Immigration Fund, and rules were passed by which all allowance for recruiting expenses was to be given from the Immigration Fund on all adult coolies imported from India, provided that the coolies were landed free of debt and no deductions made from their wages on account of advances or expenses incurred in India. The allowance, which is more properly a bonus, was fixed for the first six months of 1908 at the following rates :

For a male immigrant recruited by a kangany	... ..	\$3.00
For a female	" " " " " "	3.50
For an immigrant recruited through the Immigration Dept.		2.00"

(I may add that it is now \$10 for every adult man or woman).

"52. The recovery from unindentured coolies by employers of advances and expenses incurred before importation is forbidden by the Labour Enactment, but the law on this point has been very generally disregarded, more especially in Selangor and Negri Sembilan, with the result that in many cases sums have been debited to coolies on the strength of kanganyes' accounts which they certainly never received and which were not expended on their behalf. There has also been a tendency to detain unindentured coolies against their will on estates until the sums debited against them have been paid off."

"53. Under the arrangements that have come into force this year the free passage tickets and recruiting bonus will not be granted to any employer who does not import his coolies free of debt. This will entirely do away with the practices referred to in the preceding paragraph and should act as a powerful inducement to coolies to emigrate to these parts."

Licensing of recruiters of statute immigrants by the Straits Settlements Authorities was first introduced in 1903.

Licences were issued by the Superintendent of the Emigration Dépôt, Negapatam. This continued till the arrival in India of the Emigration Agent, Straits Settlements and Federated Malay States, in 1907 when he took over the licensing.

Licensing of kanganyes had been in force for some time previously. I first came personally in contact with the system in 1901. As far as I recollect licences were then issued in each State by the British Resident.

From the beginning of 1908 all kangany licences for the Straits Settlements, Federated Malay States and Johore were issued by the Superintendent, Indian Immigrants, as Chairman of the Immigration Committee.

It must not be supposed that these changes were introduced without opposition. But although many of the planters were at first strongly opposed there is not a single sensible planter now who would go back to the old system.

Nor was the new system built up in a day.

At the risk of wearying you I should like to pass in review some of the chief events in the development of the system during the transition period from 1901 to 1910.

I am afraid it may sound rather egotistical for my own name will frequently occur.

The first event of importance is the appointment at the end of 1900 of Dr. Foston as Medical Superintendent of the Negapatam Depôt.

He is still there, he retired on pension and we brought him back and he has during all these years done splendid work.

He recently went across to the Straits on a holiday, I did not meet him over there but I saw him in Madras on my way here. What struck him most as he went about the country and visited places that he had known over 20 years before was the enormous improvement that had taken place in the condition of the Tamil labourer and he came back satisfied that his life's work had not been in vain, that he had really been working in a good cause.

The Indian Government having removed all restrictions on emigration from South India to the Colony had abolished their office of Emigration Agent, Negapatam.

At the special request of the Straits Settlements Government the Madras Government arranged for the requirements of the Section of our Ordinance to be temporarily carried out by the stationary Sub-Magistrate, Negapatam. This continued until the new Indian Immigration Ordinance of 1904.

October, 1901.—I made a report which was the starting point of much of the subsequent development. Recommended, amongst other things, licensing of professional recruiters.

October, 1902.—Meeting in Governor's Office, Penang, to consider a Government scheme of recruiting.

December.—Visit of Messrs. Hill (Protector of Labour, Federated Malay States) and O'Sullivan (Assistant Colonial Secretary, Straits Settlements) to India—Negotiations with the Madura Company and conference at Calcutta.

Mr. Huttenback of Penang, a prominent unofficial, who served on several occasions on the Legislative Council, attended this conference. He was the Agent for the British India Steam Navigation Company at Penang. I will quote from a memorandum which he wrote at this time a most striking passage advocating the abolition of indentured labour.

As long as this odious system lasts the Straits will never get the good name and prove the attraction they deserve.

Instead of trying to bolster it up statute immigration should in the interests of immigration generally and also as a matter of justice to the coolie be abolished forthwith.

This shows the trend of enlightened opinion in the Straits even at this date.

January, 1903.—Mr. O'Sullivan's report—recommended appointment of a Government Agent in India.

February.—Conference at Singapore presided over by Mr. O'Sullivan—approved his recommendation, which Government did not accept and eventually the alternative proposal was adopted of entrusting the work to the Madura Company.

May.—Madura Company began work.

August.—I was sent to India to enquire and report. Recommended *inter alia* that licences should be issued by Superintendent of the Emigration Depôt and not by Madura Company.

9th October.—Meeting in Singapore—my suggestions in main adopted.

January, 1904.—Conference at Ipoh.

Protector of labour instructed to carry out decisions of Ipoh conference.

September, 1903.—Scheme for distribution of labour recruited by Government.

1904.—Malay Peninsula Agricultural Association seceded from Government scheme and sent over their own Recruiting Agent in April.

1905.—Recruiters of both agencies licensed by Superintendent of the Emigration Depot Commission to recruiters Rs. 24 per head.

September, 1906.—Immigration stopped owing to cholera at quarantine station.

I mention this as it led to the construction of the new quarantine station at Penang at a cost of \$660,000. By the time this was completed in 1911 it was found to be insufficient for our then requirements and another and larger station was constructed at Port Swettenham.

October.—Visit of Resident-General Sir W. Taylor to India—which led immediately to the formation of the Immigration Committee and the establishment of our present system.

May, 1907.—The Immigration Department of the Straits Settlements and Federated Malay States were combined under Mr. Clayton as Superintendent and I was appointed Emigration Agent in India. At the end of 1907 the Government and Malay Peninsula Agricultural Association Agencies amalgamated under the Government Agent.

12th February, 1908.—New contract with the British India Steam Navigation Company came into force providing for a weekly in place of a fortnightly service.

The Immigration Committee founded in March, 1907.

10th January, 1908.—Immigration Fund Enactment came into force.

Now a few words as to this Committee.

The duties of the Immigration Committee are described in paragraph 10 of the memorandum attached to the High Commissioner's despatch of 17th August, 1921, "their chief duties are to fix and collect assessment payable by employers, administer the Indian Immigration Fund and incidentally to advise Government on general labour questions."

To get a fuller idea of the origin and functions of the Committee one must refer to Sir W. Taylor's report of 1906.

[Paragraph 25.]—Mr. John Turner, Mr. Heslop Hill and others have advocated the formation of a Labour Bureau to which should be entrusted the supervision of immigration. I see no objection to this, but I realise, as I think do the advocates of the scheme, that its successful working will depend on the officer in executive charge of the operations. A committee might be appointed consisting in part of official and in part of unofficial members with the Superintendent of Immigration as Chairman and the Assistant Superintendent at Penang as Secretary.

[Paragraph 33 (d).]—His recommendations included. The appointment of an Emigration Agent in India, who should be a member of the public service of the Straits Settlements or the Federated Malay States.

(e) The formation of an Immigration Committee of four members, two unofficial and two official. The Superintendent of Indian Immigration to be one of the two official members and Chairman of the Committee.

(f) The passing of an Enactment, recognising this Immigration Committee and requiring all immigrant labour to be imported under the Committee's direct supervision.

Sir W. Taylor's recommendations were accepted by the High Commissioner (Sir John Anderson) in letter from High Commissioner to Resident General of 18th January, 1907.

[Paragraph 2 (d).]—I agree, subject to the approval of the Secretary of State, to the appointment of an Emigration Agent in India, who should be a member of the public service of the Straits Settlements or the Federated Malay States.

(e) The formation of an Immigration Committee such as you suggest will be very useful, not only in controlling immigration but in facilitating the co-operation of the Government and the planters.

The Committee must not be confounded with the Labour Department which exists for the protection of labourers on estates and other places of employment.

Suggestions have at various times been put forward to separate the two entirely, but from the point of view of the labourer and of the Government it is obviously a great advantage that this should not be done and when it was last brought forward I advised against it.

I have supplied your Secretary Mr. Ewbank with copies of a note on our present system of emigration.

I am not responsible for the wording but it gives an accurate description of the arrangements in force.

I had better perhaps read it out as members will not have had time to study it.

NOTE ON EMIGRATION TO THE STRAITS SETTLEMENTS AND FEDERATED MALAY STATES.

The kangany or recruiter must fulfil the following conditions before a licence is issued to him by the Controller of Labour (or his Deputy) at the request of the employer :

1. He must be an Indian of one of the labouring classes.
2. He must have been previously employed as a labourer under the employer for whom he intends to recruit.

The licence, which bears the name, Indian address and description of the kangany, is filled up by the employer. A kangany resident in a Native State or in French Territory may not hold a licence, and recruiting is not permissible in such States or territories. The licence states :

1. The number of coolies the kangany is authorized to recruit usually 50;
2. The rate of commission payable to the kangany,—the maximum allowed is Rs. 10 per adult, man or woman, and Rs. 5 per minor;
3. The period of currency of the licence,—which is 6 months.

N.B.—The object of the comparatively low rate of commission paid is to make it impossible for the kanganies to buy coolies from professional recruiters, and the latter undesirable class of person has been hard hit by the restriction.

A licence is not valid till it has been registered at the office of the Deputy Controller of Labour, Penang.

On his arrival in India, the kangany registers his licence, first at the Emigration Depôt Office and then at the office of the Financial Agents to the Estate.

The basis on which the kangany system of recruitment is conducted is that the kangany confines his efforts among his relations and friends, and to ensure this he is only permitted to recruit within the area of the taluk in which his village is situated. He must entrain his recruits at the station nearest his village, and for checking purposes he must secure a receipt from the Railway Booking Clerk for the amount of the trainages paid by him. He is not allowed to take coolies off professional recruiters. The emigration authorities maintain agents at the more important railway stations. The main duties of these agents are :

- (a) to check the kanganies and coolies passing through, and
- (b) to pre-pay trainages on the kanganies and their coolies in the cases in which the kanganies are not able to finance themselves.

The agent makes a pencilled note on the licence of the number of the coolies passed, etc., and otherwise offers general assistance to kanganies. •

The appointment of these agents serves a double purpose, firstly, in the assistance afforded, and, secondly, in the check it affords on the number of coolies originally entrained, as picking up of coolies '*en route*' is strictly prohibited.

On arrival at Negapatam, the kanganies and their coolies are met by a clerk from the Emigration Depôt, who conducts them to the depôt. The coolies are on no account allowed to be taken into eating shops or other places in the town where substitution may take place.

On admission to the depôt the coolies are lined up for examination and those whose palms do not show evidence of manual labour are rejected. The coolies are at the same time individually questioned as to their desire to emigrate, and, if suspicions are aroused as to the locality in which they live and the place where the kangany recruited them, they are closely cross-examined, and if their answers are unsatisfactory they are rejected.

Special care is taken to guard against the shipment of abducted women or kidnapped minors, and if single women or minors, are brought in soon before the shipping date they are detained till the following shipment on the off-chance of claimants turning up. In fact, of recent months, Saturday shipments have been confined to coolies who have entered the depôt prior to the previous Wednesday evening.

At 10 o'clock every morning all coolies in the depôt are made to sit in rows and a procession of claimants is conducted up and down the lines, so that there is really very little chance of a coolie shipping across if his relatives or his employer are anxious to prevent him doing so. All coolies claimed by relatives, etc., as above, are, after enquiry by the Depôt Superintendent, allowed to leave with their claimants.

All rejected coolies are handed over to the Financial Agents daily, with a detailed list by the emigration authorities and arrangements made for their entrainment back to their homes and the payment to them of batta for food on their journey. These charges are debited to the estates for which they are recruited, and when possible recovered from the kanganies concerned, such recoveries being credited to estates.

Rejections of coolies are usually made on the following grounds :

- (a) Physical unfitness;
- (b) Old age and debility;
- (c) Suspicion that single women or minors have been improperly recruited, a certificate from the village munsif is necessary in the case of minors unaccompanied by their parents;
- (d) Suspicion that coolies have been taken from professional recruiters, or picked up 'en route' or outside the kangany's recruiting area;
- (e) Previous employment in Malaya in estates other than that to which the recruiting kangany belongs. Some estates are very strict on this point;
- (f) General evidence that the coolie is not an agricultural labourer or otherwise not a proper person to send across;
- (g) Under existing arrangements, Moplah or other Mohammadan coolies from the Malabar District.

It is clear from the above that it does not pay the kangany to transgress the regulations.

The ordinary penalty imposed on kanganies is that they have to bear the cost not only of bringing the rejected coolies to the depôt but also the costs of feeding in the depôt and the return rail fares and batta. As previously stated the latter charges are debitable to estates when the kangany is not able to pay.

For serious offences, such as abduction of women, or kidnapping, the kangany's licence is immediately cancelled.

For minor offences, he is in the first instance warned, then fined, and if he persists in his evil ways his licence is cancelled.

On shipment mornings, the coolies are first fed and then lined up in batches for final inspection and disinfection of clothing, and they are once more asked to confirm that they are willing to emigrate.

On completion of disinfection, the coolies are handed over to the staff of shipping agents. A numerical register is made of all coolies, estate by estate, and each coolie is given a tin ticket bearing the registered number of the estate to which he is bound. The coolies are then passed along to the shipping jetty on depôt premises, where they are finally checked into the waiting lighters.

As the loaded lighters pass the port premises, they are once more examined by the port staff and the police, to see that the numbers as per boat-notes are correct, and the boats thus proceed to the steamer without any further communication with the shore.

The above are the lines on which our recruiting by kanganies for Malaya is now being conducted. In bringing this system under control by the Government of India it is desired that the essential features of the control already exercised under the arrangements set up by the Malayan Governments should be preserved.

I think I ought at this point to make special reference to the system of remuneration to the recruiters, viz., whether they should be paid a fixed salary or by results, i.e., per head of labourers recruited.

For recruiting on a large scale I agree that the per head system does lead to abuses especially if a big commission is given but I do say that with our system this does not arise. Our maximum commission is Rs. 10. Now-a-days the kangany's licence is not so much a recruiting licence, as an authority from the estate that the returning emigrant may bring back his friends and a guarantee that there is work for them. This is supported by the fact that our average number recruited per kangany is only 7. These are the actual figures for the last 6 years : 1916, 6'80; 1917, 5'71; 1918, 6'33; 1919, 7'96; 1920, 6'55; 1921, 8'13. In comparing this with other colonies it is necessary to note that most of our kanganies only do one recruiting trip in the course of their employment and that certainly they do not keep on going backwards and forwards with labourers. To meet any further objection which the Committee may have to the per head system we propose to restrict the number of labourers to 20 knowing that even this number will not often be obtained.

From what I have said members will realise that Malaya has built up of her own initiative a system of free emigration which had stood the test of time and that my Governments have been working on the very principles on which you now wish to regulate emigration to other colonies and other countries.

We can claim that Malaya has shown the way in which it can be done successfully—not only safeguarding the interests of the labourer but serving also the best interest of the employer.

No doubt the details are capable of further perfecting but as representing my Governments of the Straits Settlements and Federated Malay States I wish members to understand that I am here to co-operate with them and not to oppose their endeavours.

FEDERATED MALAY STATES.

REPORT ON THE WORKING OF THE LABOUR DEPARTMENT FOR THE YEAR 1923.

PART I.

INDIAN IMMIGRATION.

ARRIVALS.

1. (a) The total number of immigrants that arrived from Southern India at Penang (Straits Settlements), the port of disembarkation for Perak and the first port of call for all immigrants for the Federated Malay States, was 49,502 in 1923 as against 58,674 in 1922, showing a decrease of 9,172.

Details of the arrivals, month by month, are given in appendix A.

(b) The immigrants were of the following classes:

Assisted immigrants (free labourers imported at the expense of the Immigration Fund for work on estates, mines and elsewhere)	30,234
Other immigrants (traders, labourers and others who paid their own passages)	19,268
Total ...	49,502

The assisted immigrants include 3,366 children under twelve years of age and the other immigrants include 1,575 children, a total of 4,941 children as compared with 4,993 in 1922.

Of the "other immigrants" 10,608, or rather more than 55 per cent., were of the labouring classes, the remaining 8,660 being traders and others.

(c) A statement showing the destination of assisted immigrants is given in appendix B.

No definite information is available as to the destination of "other immigrants," but it is estimated that about one-third of such immigrants proceeded to the Federated Malay States. It will be seen, therefore, that, of the total number of immigrants arriving in Penang, the following proceeded to the various parts of the Federated Malay States:

Assisted immigrants	20,153
Other immigrants (estimated)	6,400

a total of approximately 26,600 as compared with an estimated total of 32,400 in 1922.

(d) All immigrants for the States of Perak, Kedah and Perlis and the Settlement of Penang were landed at Penang; those for the States of Selangor, Negri Sembilan, Pahang, Johore, Kelantan and the Settlement of Malacca were landed at Port Swettenham.

(e) The average number of deck passengers brought each trip from India to Penang was 1,650 as compared with 1,397 in 1922; the average number returning was 1,645 as compared with 1,089 in 1922.

(f) The numbers of assisted passages taken during 1923 and the four preceding years for labourers and their families emigrating from Southern India and paid for from the Immigration Fund were:

1923	28,551
1922	36,705
1921	14,999
1920	74,694
1919	83,465

Children under twelve years of age were carried at half rates from 12th February, 1923.

(g) Of the immigrants who arrived in 1923, 5,486 adults (4,702 males and 784 females) and 132 minors (65 males and 67 females) had previously lived in this country.

(h) A contract for a fortnightly service between India and Malaya for one year from the 12th February, 1923, was entered into with the British India Steam Navigation Company.

The Government agreed to take 30,000 tickets. There was no shortage in the number of tickets taken. The service worked satisfactorily.

DEPARTURES.

2. (a) The number of deck passengers from Penang to Southern India in 1923 was 42,778 (40,245 adults and 2,533 minors) as against 45,733 (43,420 adults and 2,313 minors) in 1922. Particulars will be found in appendix C. It is estimated that about 21,000 of these came from the Federated Malay States, giving an estimated excess for the Federated Malay States of arrivals over departures of about 5,600 as compared with an excess of departures over arrivals of about 6,400 in 1922.

(b) Forty-one thousand eight hundred and three persons paid their own passages, while 814 adult and 161 minor decrepit and destitute Indians were repatriated through this department.

Of these :

	Adults.		Minors.	
	441	...	120	were from the Federated Malay States
	242	...	19	„ „ Straits Settlements
	60	...	10	„ „ Kedah
	68	...	12	„ „ Johore
	3	...	—	„ „ Kelantan
Total ...	<u>814</u>	...	<u>161</u>	

Those from the Federated Malay States were made up as follows :

	Adults.		Minors.
Sent at the expense of estates	66	...	28
„ „ Indian Immigration Fund	237	...	92
Taken free by the generosity of the British India Steam Navigation Company	138	...	—
Total ...	<u>441</u>	...	<u>120</u>

Amongst those repatriated at the expense of the Indian Immigration Fund 16 adults and 6 minors had been inmates of the Home for unemployed, Kampong Bharu, Penang, an institution maintained by the Immigration Committee. A sum of \$27,261 was expended on repatriation from the Fund.

STATISTICS OF INDIAN POPULATION.

3. The Indian population of the Federated Malay States on 24th April, 1921, is given in the census report as 305,219. This figure includes 281,539 Tamils, Telugus and Malayalis. The corresponding South Indian population at the end of the year 1923 might be put at approximately 286,000.

RECRUITMENT AND TRANSPORT.

4. The fortnightly service from India under contract with the British India Steam Navigation Company, Limited, was maintained throughout the year.

(a) The great majority of labourers were recruited by licensed kanganis. During the year under review 3,316 licences (for estates in the Federated Malay States, Straits Settlements, Johore, Kelantan, Kedah and Perlis) were issued as compared with 3,632 in 1922.

Registration of 47 licences were refused in Penang, while 80 were cancelled after issue on the advice of the officers of the department in India.

(b) Government departments sent over 8 kanganis, the number of labourers recruited by them being 60, or an average of 7.50 on each licence. In the previous year 31 Government kanganis recruited 374 labourers—an average of 12.06.

In addition the Government Plantations recruited 29 labourers on two licences, an average of 14.50 per licence.

(c) The following table gives the distribution of licences and the results obtained:

	Number of licences issued in 1923.	Number of labourers recruited in 1923.	Average number recruited per licence in 1923.	Average number recruited per licence in 1922.
Federated Malay States	2,248	13,795	6.15	8.48
Straits Settlements	474	2,300	4.85	7.87
Unfederated Malay States:				
Kedah	292	1,745	5.97	8.08
Johore	271	1,792	6.61	7.52
Kelantan	36	379	10.53	17.42
Total	3,316	20,011	6.03	8.40

The number of adult labourers recruited by licensed kanganis for the Federated Malay States during 1922 was 22,200.

(d) Independent labourers to the number of 7,462, who emigrated on their own account, were provided with free tickets. Of this number, 4,549 proceeded to the Federated Malay States. One thousand three hundred and sixty-three and 2,969 such labourers entered the Federated Malay States in the years 1921 and 1922, respectively.

(e) Of the total number (30,234) of assisted passengers for all destinations one male redeemed his obligation to labour, and seven females and two children were repatriated owing to the death of husbands or parents immediately after arrival; while 59 at Penang and 21 at Port Swettenham absconded from the Quarantine Station.

(f) The proportion of males and females over 12 years of age amongst assisted immigrants during the last five years was as follows:

	Males.	Females.	Percentage of females.
1919	62,006	16,904	21.42
1920	56,296	14,218	20.16
1921	12,211	2,375	16.28
1922	28,273	6,801	19.39
1923	20,966	5,902	21.97

(g) The numbers of adult assisted passengers shipped from Negapatam and Madras during 1923 and the preceding four years were as follows:

	Negapatam.	Madras.
1923	13,680	13,189
1922	22,796	12,278
1921	10,281	4,302
1920	36,736	33,778
1919	58,877	20,033

(h) The following tabular statement summarises the work done at Madras and Negapatam from the beginning of March to the end of the year:

Particulars.	Place.	Adults.		Minors.	Infants.	Total souls.
		Males.	Females.			
Number of persons applying for assisted passages ...	Madras and Negapatam	25,858	7,038	4,240	2,643	39,779
Number refused assisted passages	"	5,053	1,126	754	361	7,294
Number despatched to Colony	"	20,349	5,765	3,358	2,210	31,682
Number at close of year ...	"	456	147	128	72	803

(e) Two vessels arrived at Port Swettenham :

- (i) s.s. "Ellenga" of 7th April, 1923, infected with smallpox. The immigrants by this boat were detained in the Quarantine Camp for 14 days.
- (ii) s.s. "Teesta" of 29th December, 1923, infected with cholera. The immigrants by this boat were detained in the Quarantine Camp for 11 days.

Twenty-eight other vessels arrived and immigrants from each were detained in the Quarantine Camp for seven days.

INDIAN IMMIGRATION FUND.

6. (a) At the end of the year, the Immigration Committee consisted of the following members :

- The Controller of Labour, Straits Settlements and Federated Malay States, Chairman;
- The Principal Medical Officer, Federated Malay States;
- The Director of Public Works, Federated Malay States;
- Honourable Mr. J. Mitchell;
- Honourable Mr. J. W. Campbell;
- Honourable Mr. P. K. Nambyar;
- Mr. T. H. Menzies;
- Mr. J. W. Kennedy;
- Mr. J. Bruce;
- Mr. F. E. Becker;

with the Deputy Controller of Labour, Penang, as Secretary.

(b) The assessment rate under section 156 (a) of "The Labour Code, 1912," was \$1 for the first quarter, \$1.50 for the second quarter, \$2 for each of the third and fourth quarters for every 78 days' work. No extra rate was imposed under section 156 (b). The recruiting allowance paid by the Indian Immigration Committee to employers for each labourer recruited by a kangany and brought to the Federated Malay States was fixed at \$10 at which figure it remained for the whole year.

(c) I attach the balance sheet (appendix D) for the Indian Immigration Fund for the half-year ending 30th September, 1923.

(d) The quarantine expenses during the year averaged \$3.01 a head for Penang and \$2.97 for Port Swettenham.

(e) The number of contributors to the Immigration Fund was 2,331 on the 31st December, 1923, as against 1,924 on the 31st December, 1922. The Government and Railway Departments contributing to the Fund numbered 177 in 1923 as against 176 in 1922.

ASSISTANCE TO INDIAN LABOURERS IN NEED OF RELIEF.

7. (a) A Home for Indian Unemployed was opened at Kampong Bharu, Penang, in the early part of 1923. It is managed by a Committee composed of unofficials with the Deputy Controller of Labour, Penang, as Chairman. The expense is borne by the Fund.

(b) The admissions numbered 201 adults, 5 minors and 8 infants. Of these, 16 adults, 3 minors and 3 infants were repatriated. For 75 persons work was found; 57 adults left the Home of their own accord, and 53 adults and 2 minors remained on at the end of the year.

(c) A sum of \$6,258 was spent on the maintenance of the Home.

(d) *Home for Decrepit Indians.*—There were 1,590 admissions to the Home for Decrepit Indians during the year, the number of inmates on the 1st January, 1923, being 203. In the course of the year 356 inmates were repatriated, 279 were discharged as fit, 697 were transferred to the District and General Hospitals, 392 absconded. There were 67 patients remaining at the close of the year. The total expenditure for the year on account of the Home, which is entirely supported by the Immigration Fund, amounted to \$12,843.

(e) All destitute coolies who applied at the Klang office were sent to vagrant and destitute ward at the Quarantine Camp, Port Swettenham, until May, after which date all were sent to the Home for Decrepit Indians, Kuala Lumpur.

SAVINGS.

8. (a) *In Banks*.—The amount standing to the credit of Indians in the Post Office Savings Bank on 31st December, 1923, is given in the following statement supplied by the Director of Posts and Telegraphs:

	Number.	Amount.
Merchants	233	\$ 18,295
Clerks	2,010	202,613
Labourers	3,496	189,030
Others	3,985	484,765
Total	9,724	894,704

Average per depositor:

1919	\$102
1920	104
1921	75
1922	76
1923	92

The classification into clerks, labourers, etc., can only be as rough. The total amount of deposit has increased by \$318,522 since the end of 1922, while the number of depositors has increased by 2,105. The number of depositors of the labouring class increased from 2,269 to 3,496 during the same period, while the amount to their credit has increased by \$80,813.

(b) *Remittances*.—The number of money orders issued by the Posts and Telegraphs Department for payment in India in 1923 and the amount so remitted are shown below:

Madras Presidency	Labourers ...	16,003	Rs. 1,211,107
	Non-labourers ...	19,577	1,237,320
Rest of India	9,584	908,788	
Total	45,164	Rs. 3,357,215	

The total remittances to India for the preceding three years were as follows:

Year.	Number of remittances.	Amount remitted.
1920	34,872	Rs. 2,235,288
1921	54,325	5,076,491
1922	47,936	3,675,419

The amount remitted to Madras in 1923 by 16,003 labourers averaged over Rs. 75 a head as compared with Rs. 80 per head in 1922.

(c) The majority of labourers carry their savings on their persons when returning to India either in cash or in the form of jewellery. No action has been taken to ascertain the value of such savings nor is it considered desirable to attempt to do so.

ESTATES OF DECEASED INDIANS.

9. The Chief Police Officer of each State administers every intestate estate not exceeding \$500 in value, more valuable estates being administered by the Public Trustee. During the year 1923 the intestate estates of 391 deceased Indians of a gross value of \$3,588 were administered by the Chief Police Officers, and the Public Trustee administered the estates of four deceased Indians of gross value of \$348,575 during the same period. The figures given above refer to both Northern and Southern Indians.

SETTLEMENT OF INDIANS ON THE LAND.

10. No data are at present available to supply the information asked for by the Government of India regarding the area and value of land held by Indians or acquired by Indians in the Federated Malay States during the year under review.

CERTIFICATES AND PASSPORTS.

11. During the year 1923, certificates under section 44 of "The Labour Code, 1912" (section 38 of "The Labour Code, 1923") were issued by the department to seven Indians. These certificates are issued to persons who are not considered labourers or of a class ordinarily employed in agricultural work.

PART II.

WELFARE OF LABOURERS.

VITAL STATISTICS.

12. (a) Returns of labourers under section $\frac{113}{82}$ of the Labour Code, $\frac{1912}{1923}$ were received from 1,204 estates (including mines) in the Federated Malay States (appendices E, F, G, H,) as compared with 1,052 in 1922, 1001 in 1921, 1,104 in 1920 and 1,086 in 1919, the number of labourers employed at the end of each of the last five years being given as follows:

—	1919.	1920.	1921.	1922.	1923.		
					Males.	Females.	Total.
Indians (of Madras Presidency)	160,658	160,966	121,644	122,589	85,110	36,353	121,463
Chinese	61,089	40,866	25,712	27,575	28,786	3,171	31,957
Javanese	7,861	8,918	5,732	4,906	3,694	1,097	4,791
Japanese... ..	34	30	...	...	...	...	...
Others	7,492	5,808	3,353	3,724	4,067	827	4,894
Total	237,134	216,588	156,341	158,794	121,657	41,948	163,105

(b) The death-rate among Indian labourers on estates and mines in the Federated Malay States appears from the quarterly returns to have been 14.94 per mille on an average population of 121,997 as compared with 17.71 per mille on an average population of 123,849 in 1922, 19.68 in 1921, 24.06 in 1920, and 18.65 in 1919.

(c) Among Indians employed by Government departments, the death-rate was 10.17 per mille on an average population of 18,095. Statistics of such labour will be found in appendix I.

(d) Returns received under section $\frac{113}{82}$ of the Labour Code, $\frac{1912}{1923}$ from Government departments (appendix I) show the following number of labourers employed at the end of each of the last five years:

—	1919.	1920.	1921.	1922.	1923.
Indians	19,721	23,217	20,869	18,497	18,767
Chinese	1,871	4,130	2,260	1,173	1,079
Javanese	109	134	157	134	119
Others	1,980	2,315	2,089	2,094	2,038
Total	26,681	29,796	25,375	21,898	22,003

(e) *Births and deaths.*—Separate figures are not kept to show the births that occur among labourers and non-labourers.

The total number of births and deaths among Indians in the Federated Malay States as recorded by the Registrar of Births and Deaths in the year 1923 were 7,023 and 8,635, respectively. These figures show an increase of 92 births and a decrease of 1,106 deaths as compared with the numbers recorded in the preceding year.

(f) A return of deaths by suicide of Southern Indians is attached (appendix J). This return was first compiled in 1915; the number of suicides of Indians each year beginning with 1915 has been 17, 29, 30, 19, 18, 14, 24, 31 and 21 for the year under review.

(g) A return of fatal accidents to Indians of the Madras Presidency is attached (appendix K). There were 43 such accidents during the year.

(h) According to the returns received by the Senior Health Officer there were 1,593 deaths among 116,010 Indian estate labourers during the year, giving a death-rate of 13.73 per mille.

(i) The following figures are compiled from returns furnished to this department by all the employers of Indian labourers in the Federated Malay States:

Year.	Average number of Indian estate labourers.	Number of deaths amongst Indian estate labourers.
1919	147,229	2,747
1920	162,535	3,910
1921	133,762	2,632
1922	123,849	2,194
1923	121,397	1,814

(j) The general death-rate per mille for all races throughout the Federated Malay States was 24.40 as against 25.74 in 1922.

WORK AND WAGES.

13. The general level of wages of Indians throughout the country appears to have been approximately the same as in the year 1922. Except in the Coast districts of Selangor where wages ruled from 27 to 35 cents for men and 20 to 33 cents for women and in Negri Sembilan where field men were paid 35 cents, the prevailing rates for Indian labourers were 40 cents for men and 30 cents for women.

INSPECTIONS AND COMPLAINTS.

14. (a) There were 595 visits of inspection and 47 special visits made by officers of the department to various places of employment and to Government and estate hospitals.

(b) Seven hundred and sixty-two complaints were registered in the various Labour Offices. The chief causes of the complaints were:

Assault by Manager or Assistant Manager	36
Assault by clerk or kangany	64
Non-payment or late payment of wages	361
Refusal to accept notice or discharge after a month's notice	53
Wrongful dismissal	63
Separation of families	19
Miscellaneous	166

All the complaints were settled departmentally except seven in which action was taken in Court: many were groundless and many were of a trivial nature.

OFFENCES AND PROCEEDINGS BY AND AGAINST EMPLOYERS AND LABOURERS.

15. (a) The number of desertions of Indian labourers from estates during the year amounted to 33,061 as compared with 36,992 in 1922. In reference to this it is to be noted that 51,410 labourers are reported to have been recruited locally during the year. Such labourers are somewhat nomadic frequently leaving their place of employment without notice as soon as they receive their monthly pay.

(b) There were nine convictions of employers or their agents for offences against the labour laws, five of these being for assault, two for not having sent sick labourers to hospital, one for non-payment of wages and one for failing to keep a register in English.

(c) Returns received from Magistrates disclosed 44 cases in which proceedings were taken by employers against labourers and seven cases by labourers against employers.

STRIKES AND SERIOUS DISTURBANCES.

16. There were only seven disturbances of any consequence during the year: three were small strikes (one being over the price of rice, and two being due to assault on labourers by conductors); the other four disturbances were continued attacks by labourers on a Manager and three Assistant Managers. The three strikes were investigated by an officer of the department who successfully induced the labourers to return to work in each case.

17. (a) Eighteen orders under Part VIII of the Labour Code were issued by the Controller of Labour.

(b) *Housing, Sanitary Conditions and Medical Treatment.*—The number of hospitals maintained by estates was 166, of which many were group-hospitals each serving several estates: of these hospitals, 11 were in charge of resident medical practitioners, while many others were in charge of medical practitioners who visited frequently but did not reside on the estate. In these cases resident dressers were in charge under the supervision of visiting medical practitioners.

18. There are stated to be 227 estates on which schools are maintained. Appendix O gives a list of such estates. Grants-in-aid, amounting to \$13,227, were earned as against \$24,953 in 1922.

GENERAL REMARKS.

19. (a) All the Indian labour employed throughout the Federated Malay States is free. Labourers are landed free of debt and are at liberty to leave their employment at any time giving a month's notice. Further, no immigrant can enter into any written contract to serve as a labourer.

(b) The number of local engagements of Indian labourers registered during the year, under section 66 of "The Labour Code, 1912" (section 54 of "The Labour Code, 1923") was 18,162, a fee of one dollar being collected for each labourer registered. These fees were credited to the Indian Immigration Fund. The prosecution of an employer for breach of this section cannot be undertaken except "on the complaint of any other employer". The returns rendered by employers, including Government departments, under section 113 of "The Labour Code, 1912" (section 82 of "The Labour Code, 1923"), show that 47,600 Indian labourers were engaged locally, an excess of 29,438 over the number registered. From 1st January, 1924, every employer is liable to pay a fee of \$10 for every labourer locally engaged who has not been duly registered under section 54 (i) of "The Labour Code, 1923."

(c) Mr. H. G. R. Leonard, Federal Examiner, held Tamil examinations in January and July under the scheme instituted by the Incorporated Society of Planters.

Eighteen candidates appeared for the Higher Standard (oral only) as against 13 in 1922 and 12 passed.

Forty-two presented themselves for the Elementary Standard as against 100 in 1922 and 33 passed.

(d) There was on the whole very little trouble and very little drunkenness. There were no toddy-shops in Klang district and none in Kuala Selangor district except in that part of the district on the Bernam River.

In the Selama district of Perak some estate Managers complained of the harmful effects of alleged illicit *saṁsu* on their labourers.

In Negri Sembilan the number of toddy-shops licensed increased from 70 to 74 but one was closed during the year. Most of these shops are on estates and are run on the 2/5th system.

In the inland districts of Selangor the number of Government shops opened increased from five to six. These shops are reported to have been managed successfully.

PART III.

CHINESE LABOUR.

20. Officers of the Chinese Protectorate are appointed Deputy or Assistant Controllers of Labour to deal with questions of Chinese Labour.

Two hundred and fifty cases were enquired into involving claims amounting to \$74,937 and affecting the interests of 1,894 employees in the States of Perak, Selangor and Negri Sembilan.

The Assistant Controller of Labour (Chinese), Kuala Lumpur, visited the timber camps on the Rompin and Endau Rivers in Pahang in September. He reported that "conditions on the whole seem satisfactory and better than in previous years". Generally the interests of Chinese labourers in Pahang have been looked after by the District Officers and they have, as usual, been good enough to furnish most useful reports on the conditions in their districts. These reports show that there has been a slight rise in the general level of wages as compared with the year 1922, and on the whole a decrease in the number of labourers employed. The health and conduct of the labourers were satisfactory.

About the middle of the year the formation of an Advisory Committee to consider the question of the importation of Chinese labour into the States of Negri Sembilan and Johore and the Settlement of Malacca was agreed to by the Governments concerned. At the end of the year the composition of the Committee was as follows:

Controller of Labour, (Chairman);
 Secretary for Chinese Affairs, Straits Settlements;
 Secretary for Chinese Affairs, Federated Malay States;
 Secretary to the High Commissioner;
 Chairman, Planters' Association of Malaya;
 The Hon. Mr. J. W. Campbell (nominated by Planters' Association of Malacca);
 The Hon. Mr. Tan Cheng Lock (as Chinese Member for Malacca);
 The Hon. Dato W. N. Gawler (nominated by Planters' Association of Johore);
 Mr. G. W. Hingston (nominated by Planters' Association of Negri Sembilan);
 Mr. C. H. Cole, M.B.E., A.M.I.C.E., (nominated by Naval Authorities, Singapore);

with the Controller of Labour, Johore, as Secretary.

The Committee held three meetings during the year, two at Singapore and one at Kuala Lumpur, and arrived at the conclusion that although no scheme of organised recruitment is feasible at present, it is highly desirable that a scheme which could be put into force to meet any emergency should be drawn up. The details of such a scheme and the best methods of administering it are still occupying the Committee's attention. Statistics showing the number of Chinese employed on estates (including mines) will be found in appendices E, F, G and H. The total number on the 31st December, 1923, was 29,785 as compared with 27,829 on the last day of the preceding year.

PART IV.

NETHERLANDS INDIAN LABOUR.

21. The total number of Netherlands Indian labourers on estates in the Federated Malay States on the 31st December, 1923, was 4,791, a decrease of 131 from the preceding year. This class of labour is recruited mainly for the Kuantan district in Pahang.

The labourers fall into four classes: (a) indentured labourers under contracts of service made under "The Netherlands Indian Labourers' Protection Enactment, 1909," usually signed in Java and binding for 900 days' work; (b) labourers under contracts made locally under section 75 of the Labour Code, usually for a period of 300 working days; (c) labourers on verbal monthly agreements; (d) labourers working under contractors.

The number of contracts of service registered during the year was 145 (36 men and 109 women) as compared with 100 in 1922. All of these labourers went to Kuantan district of Pahang.

The cost of obtaining this class of labour during the year was \$91.20 a head at Singapore as against \$92.50 in the preceding year.

A list of permits to recruit outstanding on the 31st December, 1923, is given in appendix L. Two permits to recruit 150 labourers were granted in the course of the year.

The number of estates employing labourers on contracts of service was eight on the 31st December, 1923, the number of labourers being 412 as compared with 13 estates employing 1,208 labourers on the 31st December, 1922.

Appendix M gives certain statistics of labourers on contracts of service and local contracts. The figures are compiled from returns furnished by employers.

Appendix N shows the hospital accommodation on estates.

The number of local contracts registered during the year was 1,090 as compared with 909 in 1922; of this number, 313 were entered into in Perak, 16 in Negri Sembilan, and the remaining 761 in Pahang. Under the new Labour Code which came into force on 1st October, 1923, local contracts cannot be made.

The class of "labourers on monthly agreements" is of no great importance. There are few estates which depend to any great extent upon such labour, but small gangs of Netherlands Indians supplement the regular labour force on many estates.

Statistics regarding the number of Javanese employed on estates will be found in appendices E, F, G and H.

LEGISLATION.

22. The Indian Emigration Act came into force in so far as Malaya was concerned on the 5th March, 1923. The Labour Code came into force on the 1st October, 1923. Interesting new provisions in the Code are maternity allowances for female labourers, creches for children of working parents and double rates for overtime work.

STAFF AND ADMINISTRATION.

23. Mr. E. W. F. Gilman officiated as Controller of Labour throughout the year, having been confirmed in the appointment as from the 4th October, 1922.

In Penang, Mr. A. H. do R. Fonseca officiated as Deputy Controller of Labour until 4th May, when he proceeded to Madras and was succeeded by Mr. G. A. Smith who left the department on 31st December, 1923, when Mr. C. D. Ahearne took over. Mr. R. Boyd officiated as First Assistant Controller of Labour until 20th March, when he left the department. Captain E. A. Ross, m.c., returned to the Penang Office from Seremban on 30th January and acted as Second Assistant Controller of Labour from that date until 20th March, when he took over from Mr. Boyd. He continued to act as First Assistant Controller of Labour until 19th December on which date he proceeded to Kuala Lumpur to act as Deputy Controller of Labour there. Mr. Heywood Waddington acted as Second Assistant Controller of Labour until 24th January and then was transferred to Seremban to relieve Captain Ross. Mr. A. Gilmour was attached to the Penang Labour Office as from 1st February, and acted as Second Assistant Controller of Labour from 20th March to the end of the year, and as First Assistant Controller of Labour in addition from 19th December.

Mr. A. Veerappa Pillay held the appointment of Extra Assistant Controller of Labour throughout the year.

In Kuala Lumpur: From the beginning of the year Mr. J. A. Hunter officiated as Deputy Controller of Labour in charge of the "Southern Circle", in which are comprised the States of Selangor, Negri Sembilan and Pahang and the Settlement of Malacca, until 22nd February, 1923, when Captain Jones relieved him. Mr. Hunter resumed duty on 20th June, 1923, as Deputy Controller of Labour, and was relieved by Mr. C. D. Ahearne on 14th November, 1923.

Captain Ross took over from Mr. Ahearne on 20th December, 1923, and acted as Deputy Controller of Labour for the rest of the year.

Mr. Gopal Ayer continued as Extra Assistant Controller of Labour throughout the year.

In Klang, Mr. H. T. W. Oswell acted as Assistant Controller of Labour until 5th May, 1923, on which date Mr. W. J. Thorogood assumed charge of the sub-office. The appointment of Deputy Controller of Labour, vacated by Mr. J. M. Barron in October, 1922, was not filled.

In Seremban, Captain E. A. Ross, m.c., continued as Assistant Controller of Labour until 27th January, when he was relieved by Mr. A. Heywood Waddington.

In India, Mr. C. Wilson acted as Emigration Agent, Madras, until 28th February, and then as Emigration Commissioner for Malaya under the new Indian Act from 1st March until 23rd June, when he proceeded on leave. Mr. A. H. do R. Fonseca officiated as Emigration Commissioner at Madras from 23rd June.

Dr. E. C. Foston acted as Superintendent of the Emigration Dépôt, Negapatam, until his retirement on 28th February. Mr. A. F. Davis thereafter acted as Assistant Emigration Commissioner for Malaya at Negapatam until the end of the year.

In Perak, Mr. A. M. Goodman was the Deputy Controller of Labour (Chinese) from 1st January to 7th December, 1923, when he was relieved by Mr. A. B. Jordan, who acted till the end of the year.

Mr. J. A. Black was Assistant Controller of Labour (Chinese) until 22nd October, when he was succeeded by Mr. C. H. Dackers.

In Selangor, Mr. D. Richards was Deputy Controller of Labour (Chinese) throughout the year.

The post of Assistant Controller of Labour (Chinese) was held by Mr. G. S. Hellings from 1st to 17th January, by Mr. J. Jeff from 24th January until 25th November, and by Mr. C. K. Muspratt from 26th November until the end of the year.

In Negri Sembilan, Mr. A. B. Jordan was the Assistant Controller of Labour (Chinese) until 6th December, 1923, when he was relieved by Mr. J. Jeff, who acted till the end of the year.

GENERAL.

24. During the year under review the Controller of Labour visited India twice and inspected the offices and dépôts of the department at Madras and Negapatam.

APPENDICES.

The following appendices are attached to this report:

- A. Statement of arrivals from Madras and Negapatam in each month during 1923;
- B. Statement of arrivals from Madras and Negapatam during 1923, with their destinations;
- C. Statement of departures from Penang for Southern India in 1923;
- D. Statements and accounts and balance sheet of the Indian Immigration Fund for the year ending 30th September, 1923;
- E. Statistics of labourers employed on estates in Perak in 1923;
- F. " " " " Selangor in 1923;
- G. " " " " Negri Sembilan in 1923;
- H. " " " " Pahang in 1923;
- I. Statistics of labourers employed by Government departments in 1923;
- J. Return of deaths by suicide of Indians in 1923;
- K. Return of fatal accidents to Indians in 1923;
- L. List of permits to recruit Netherlands Indian labourers in force on 31st December, 1923;
- M. Statistics of Netherlands Indian labourers on contract in the Federated Malay States for 1923;
- N. List of estates employing Netherlands Indian contract labourers, which provide hospital accommodation;
- O. List of Tamil schools on estates at the end of 1923 (prepared by officers of the Labour Department);
- P. Government hospital returns (supplied by the Medical Department).

KUALA LUMPUR, 3rd April, 1924.
LABOUR OFFICE.

A. S. JELF,
Acting Controller of Labour,
S.S. & F.M.S.

APPENDIX A.

Statement of Arrivals from Madras and Negapatam in each Month during 1923.

Months.	Number of steamers that arrived.	Independent labourers.				Labourers recruited by kanganis.				Other immigrants—i.e., ordinary passengers.			Total arrivals.	
		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	Adults.	Minors.
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.			
January ...	2	80	14	1	2	314	75	18	10	605	84	65	1,172	96
February ...	2	119	35	9	8	331	96	22	21	1,915	175	170	2,671	230
March ...	2	158	38	14	10	315	80	16	20	1,231	133	117	1,955	177
April ...	2	144	36	8	6	354	76	19	26	1,114	62	103	1,786	162
May ...	2	242	68	19	13	499	131	30	23	764	66	75	1,770	160
June ...	3	735	139	33	32	1,474	434	114	116	1,665	244	154	4,691	449
July ...	3	716	164	43	29	1,715	517	152	140	1,345	157	137	4,614	501
August ...	2	482	90	31	25	1,719	515	142	138	1,136	74	112	4,016	448
September ...	2	737	170	60	46	2,106	677	217	173	504	140	78	4,334	574
October ...	4	715	161	50	48	2,154	677	199	192	3,077	268	310	7,052	799
November ...	3	822	198	82	47	2,338	730	265	201	1,057	146	128	5,291	723
December ...	3	572	133	47	31	2,125	648	229	189	1,539	192	126	5,209	622
Total ...	30	5,522	1,246	397	297	15,444	4,656	1,423	1,249	15,952	1,741	1,575	44,561	4,941

APPENDIX B.

Statement of Arrivals from Madras and Negapatam during 1923, with their Destination.

Territories.	Assisted passengers.												Other immigrants—i.e., ordinary passengers.				Grand Total.			
	Independent labourers.				Labourers recruited by kanganis.				Total assisted passengers.											
	Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
STRAITS SETTLEMENTS.																				
Province Wellesley and Dindings	1,069	215	78	54	388	166	47	54	1,457	381	125	108	...	...	...	...	1,457	381	125	108
Malacca	212	32	10	7	1,417	329	74	62	1,629	361	84	69	...	...	...	...	1,629	361	84	69
Singapore ... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total, Straits Settlements ...	1,281	247	88	61	1,805	495	121	116	3,086	742	209	177	...	...	...	...	3,086	742	209	177
FEDERATED MALAY STATES.																				
Perak	1,709	493	146	124	3,781	1,313	391	414	5,490	1,806	537	538	...	...	...	...	5,490	1,806	537	538
Selangor	1,171	256	76	50	5,123	1,362	388	306	6,294	1,618	464	356	...	...	...	...	6,294	1,618	464	356
Negri Sembilan	366	73	23	16	1,535	332	102	80	1,901	405	125	96	...	...	...	...	1,901	405	125	96
Pahang	41	5	...	...	357	81	24	15	398	86	24	15	...	...	...	...	398	86	24	15
Total, F.M.S. ...	3,287	827	245	190	10,796	3,088	905	815	14,083	3,915	1,150	1,005	...	...	...	...	14,083	3,915	1,150	1,005
OTHER MALAY STATES.																				
Johore	251	46	12	12	1,388	404	119	108	1,639	450	131	120	...	...	...	...	1,639	450	131	120
Kedah	696	125	50	33	1,199	546	219	172	1,895	671	269	205	...	...	...	...	1,895	671	269	205
Perlis ... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kelantan	7	1	2	1	256	123	59	38	263	124	61	39	...	...	...	...	263	124	61	39
Total, Other Malay States ...	954	172	64	46	2,843	1,073	397	318	3,797	1,245	461	364	...	...	...	...	3,797	1,245	461	364
Grand Total ...	5,522	1,246	397	297	15,444	4,656	1,423	1,249	20,966	5,902	1,820	1,546	15,952	1,741	1,104	471	36,918	7,643	2,924	2,017

APPENDIX C.

Statement of Departures from Penang for Southern India in 1923.

Month.	Number of steamers.	Emigrants.		Month.	Number of steamers.	Emigrants.		Month.	Number of steamers.	Emigrants.	
		Adults.	Minors.			Adults.	Minors.			Adults.	Minors.
					<i>Brt. forward</i>	14,720	866		<i>Brt. forward</i>	29,032	1,763
January	Two	4,092	264	May	Two	3,547	282	September	Two	2,731	194
February	"	3,302	189	June	Three	5,072	277	October	"	2,571	165
March	"	3,724	223	July	Two	2,797	153	November	Three	3,117	211
April	"	3,602	190	August	"	2,896	185	December	Two	2,794	200
	<i>Carried over</i>	14,720	866		<i>Carried over</i>	29,032	1,763		Total	<i>a</i> 40,245	<i>b</i> 2,533

a. Includes 5,212 women from 23-2-23. *b.* Includes 774 girls from 23-2-23.

APPENDIX D.

Statements of accounts of Indian Immigration Fund, Straits Settlements and Federated Malay States, for the six months ending 30th September, 1923.

INCOME AND EXPENDITURE FOR SIX MONTHS ENDED 30TH SEPTEMBER, 1923.

Expenditure.		Income.	
	\$ c.		\$ c.
In India:			
Railway fares under the trainage scheme	23,618 26	Balance on 31st March, 1923	1,813,963 66
Depôt and embarkation charges	29,633 52	Assessment	445,176 00
Passages to Penang, Port Swettenham and Singapore	169,460 34	Redemption fees	60 00
Emigration fees under Indian Emigration Act	18,788 57	Registration fees	12,602 75
Expenses of Avadi Depôt, Madras	2,557 13	Interest on daily balances and fixed deposits	45,268 19
" Melpakkam Depôt, Madras	1,019 18	Miscellaneous receipts	203 96
" Kangany Camp, Negapatam	8,138 09	Hire of passenger barges	1,268 75
" Papacovil Depôt, Negapatam	184 11	Interest on overdue assessment	143 92
Advertisements	36 41		
Transport and allowances	1,329 72		
Motor car allowance to Emigration Commissioner, Madras	857 16		
Miscellaneous payments	728 02		
	<u>251,340 51</u>		
In S.S. and F.M.S.:			
Expenses of Depôts, Penang and Port Swettenham	1,683 85		
Landing charges, Port Swettenham	330 05		
Maintenance of passenger barges, Penang	2,019 23		
Sanitary charges, Sungei Pinang Depôt	912 50		
Quarantine expenses	40,186 34		
Scavenging charges, Pulau Jerejak	1,489 62		
Transport expenses of labourers to estates	13,906 91		
Recruiting allowances	42,023 00		
British India Steam Navigation Company subsidy	28,881 00		
Registration account (payments)	1,310 00		
Reserve account for reimbursement to Government on account of salaries	25,100 41		
Reserve account audit fees	864 36		
Motor cycle allowance to Indian Immigration Fund Inspectors	690 00		
Court fees and legal expenses	168 50		
Transport expenses of unofficial members of the Indian Immigration Committee	240 78		
Depreciation	2,769 38		
Miscellaneous payments	1,378 24		
Repatriation of and assistance to Indian labourers in need of relief	8,652 19		
Distribution camps	3,855 93		
Maintenance of choultries, Penang and Port Swettenham	445 02		
Home for Decrepit Indians	5,764 20		
Transport and allowances to Indian Immigration Fund Inspectors	330 08		
Expenses of Indian unemployed home	4,514 31		
Rent on quarters for staff	85 50		
Loss on exchange	1,314 28		
Balance carried to balance sheet	188,915 63		
	<u>1,878,431 09</u>		
Total ...	\$2,318,687 23	Total ...	\$2,318,687 23

APPENDIX D—(cont.)

Statements of accounts of Indian Immigration Fund, Straits Settlements and Federated Malay States, for the six months ending 30th September, 1923.

BALANCE SHEET—30TH SEPTEMBER, 1923.

Liabilities.				Assets.				
	\$	c.	\$	c.	\$	c.	\$	c.
Deposits:					Bank balances:			
Kelantan Government...	10,000	00			Penang	288,686	83	
Employers	2,258	69			Madras Rs. 20,714-14-7 @ 175 ...	11,837	09	
					Negapatam Rs. 8,387-14-4 @ 175 ...	4,793	08	
					Kuala Lumpur	4,516	57	
			12,258	69				309,833 57
Sundry creditors:					Cash balances:			
In India:					Madras Rs. 10,066-12-6 @ 175 ...	5,752	45	
Railway fares under the trainage scheme	1,504	15			Negapatam Rs. 2,189-02-2 @ 175 ...	1,250	93	
Depôt and embarkation charges ...	2,987	50			Kuala Lumpur	25	00	
Passages, Penang, Port Swettenham and Singapore	31,982	00						7,028 38
Emigration fees under Indian Emigration Act	3,366	86			Investments at cost:			
Expenses of Avadi Depôt, Madras ...	233	77			150,000 S.S. and F.M.S. 5 per cent. Victory Bonds (1934)	\$143,750	00	
" Melpakkam Depôt, Madras	19	82			245,000 S.S. 5½ per cent. Conversion Loan Bonds (1929)	222,775	00	
" Kangany Camp, Negapatam	532	86			115,000 S.S. 5½ per cent. War Loan Bonds (1928)	105,250	00	
" Papacovil Depôt, Negapatam	29	71			500,000 7 per cent. S.S. Loan Bonds (1926)	500,000	00	
Transport and allowances	97	56						971,775 00
Motor car allowance to Emigration Commissioner, Madras ...	142	86			1,010,000 (Market value at date \$1,072,100.00)			
Advertisements	5	71			Fixed deposits, Chartered Bank, Penang	550,000	00	
Miscellaneous payments	109	79			Fixed deposits, Peninsular and Oriental Banking Corporation, Madras, Rs. 100,000 @ 175	57,142	86	
			41,011	59	Fixed deposits, Chartered Bank, Madras, Rs. 50,000 @ 175	28,571	42	
In S.S. and F.M.S.:					Deposit with Port Trust, Madras, Rs. 200 @ 174½			1,607,489 28
Expenses of Depôts, Penang and Port Swettenham	75	64			Advances:			
Quarantine expenses	11,404	16			Petty cash, Emigration Commissioner, Rs. 300 @ 175	171	43	
Transport expenses of labourers to estates	3,536	09			Miscellaneous deposit account, Penang (for branch account, India)	2,000	00	
Recruiting allowances	752	00			Advance to Medical Officer for purchase of motor car	1,714	29	
British India Steam Navigation Company's subsidy	14,471	78						3,885 72
Reserve for reimbursement to Government on account of salaries	32,558	15			Stock of clothing—			
Reserve account audit fees	864	36			In store in Penang			1,928,351 56
Miscellaneous payments	229	53			Melpakkam Depôt:			632 03
Repatriation of and assistance to Indian labourers in need of relief	474	11			Cost of land and buildings per last balance sheet	8,987	33	
Distribution camps	740	08			Less depreciation 10 per cent. ...	898	73	
Motor cycle allowance to Indian Immigration Fund Inspectors ...	35	00			Choultry:			8,088 60
Suspense account	621	43			Value of choultry, Penang, per last balance sheet	2,531	09	
Transport expenses of unofficial members of the Indian Immigration Committee	63	44			Less depreciation 10 per cent. ...	253	10	
Sanitary charges, Sungei Pinang Depôt	58	50						2,277 99
Transport expenses of unemployed	2	75			Value of choultry, Port Swettenham, per last balance sheet	3,200	00	
Maintenance of passenger barges ...	36	80			Less depreciation 10 per cent. ...	320	00	
Expenses of Indian unemployed home	203	87						2,880 00
Scavenging charges, Pulau Jerejak	256	95			Passenger barges:			
Landing charges	45	00			Value of four passenger barges per last balance sheet	12,288	00	
Transport and allowances to Indian Immigration Fund Inspectors ...	113	18			Less depreciation 10 per cent. ...	1,228	80	
Court fees and legal expenses ...	38	00						11,059 20
			66,580	82	Distribution camps:			
Reserve account for bad and doubtful debts ...	89,611	50			Value of two temporary sheds per last balance sheet	68	75	
Balance from income and expenditure account...	1,878,431	09			Less depreciation being balance of amount written off	68	75	
								...
								1,953,289 34
					Suspense account			2,648 78
					Sundry debtors:			
					Assessment due on notices issued to 30th September, 1923	96,007	94	
					Estimated assessment due on notices not issued to 30th September, 1923 ...	5,669	00	
					Accrued interest due on investments to 30th September, 1923	21,596	35	
					Accrued interest on fixed deposits, Penang, to 30th September, 1923...	5,463	70	
					Accrued interest on fixed deposit, Madras	1,578	08	
								130,315 07
					Purchase of land at Avadi			1,640 46
Total ...	\$2,087,893	69			Total ...	\$2,087,893	69	

G. A. SMITH,

Deputy Controller of Labour, Penang.

I have examined the foregoing income and expenditure account and balance sheet with the books and vouchers of Indian Immigration Fund, and subject to the queries addressed to the Deputy Controller of Labour, Penang, I certify that they are in accordance therewith, and that the balance sheet is, in my opinion, properly drawn up so as to exhibit the true and correct position of the Fund as shown by the books on the 30th September, 1923. The value of the stock of clothing is certified by the Deputy Controller of Labour, Penang.

W. A. WHITE,

Director of External Audit Department, S.S.

27th November, 1923.

APPENDIX E.

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1923.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KRIAN DISTRICT.								
Alor Pongsu	138	143						
Bassett	224	267	1	...	...	...	2	
Chersonese	1,202	1,207	5	6	...	...	8	8
Dennistown	257	244	...	...	...	...	1	3
Eow Seng	176	239	...	...	...	...	6	7
Gedong	787	856	2	2	...	...	5	4
Gula	1,511	1,465	3	3	...	...	5	5
Hurst	128	130						
Jin Seng	222	186	1					
Kalunpong	665	721	1	1	...	...	1	1
Kurau Rubber	137	132	1	1				
Merchiston	205	168						
Nellmay	135	196	4	1	...	16	26	208
Pondoland	157	146	...	...	...	...	22	20
Samagaga	330	257	...	...	8	8	2	3
Seang Aik	218	191						
Soon Lee and Hai Kee	211	202	...	...	...	...	10	14
Strathearne	110	107						
Sungei Bogak	402	343						
Sungei Krian	513	499						
Tali Ayer	333	342						
Yam Seng	352	347	...	...	...	...	5	4
Brieh	85	78	...	...	...	...	44	37
Wee Gim Phuay	42	71	50	50				
Estates employing less than 100 labourers (14)	336	352	84	124	11	17	79	79
Total, Krian District ...	8,876	8,889	152	188	19	41	216	393
LARUT AND MATANG DISTRICT.								
Allagar	144	194	...	74	...	25		
Ayer Kuning	109	106	28	24	...	...	9	11
Batu Matang	187	177						
Changkat Serdang	282	178	...	...	...	...	38	
Hibernia	113	76	...	...	...	...	26	27
Hidden Streams	128	117	36	33	...	...	1	1
Holyrood	499	503						
Jebong	260	270						
Jelai	134	77	...	...	...	...	3	28
Krian Road	194	161						
Lauderdale	239	249	...	...	...	...	12	22
Matang	205	183	1	1	...	...	69	59
Norseman	277	253	4	...	...	...	1	1
Pondok Tanjong	230	191	1	1				
Pondok Tanjong Government Plantations	100	92	1					
Seldings	252	320						
Selinsing	177	204						
Stoughton	165	118	...	...	...	...	5	2
Sungei Arak	151	129						
Sungei Draka	97	168	27	30	36	40	41	1
Sungei Limau	243	252						
Taiping Rubber Plantation	675	460	2	1	...	...	6	21

APPENDIX E—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
LARUT AND MATANG DISTRICT								
—(cont.)								
Temerloh	87	111	...	...	...	...	...	4
Trong Rubber	162	142	1	1	...	...	...	1
Windsor	411	385	...	...	...	...	1	1
Withdene	136	143	...	...	...	...	...	...
Jin Yak	18	22	43	43	...	...	165	164
Sungei Pulau	9	27	102	100	...	...	35	28
Estates employing less than 100 labourers (36)	832	824	360	368	11	5	484	516
Total, Larut and Matang ...	6,516	6,132	606	676	47	70	896	887
Assam Kumbang ... ..	...	...	170	129	1	2	13	9
Kamunting Tin Dredging	96	110	75	177	...	...	21	51
Kampung Kamunting	1	1	216	220	...	...	39	45
North Taiping Tin	31	19	57	54	...	...	39	31
South Taiping Tin ... ..	...	50	84	86	...	...	12	39
Taiping Tin Dredging	64	80	150	147	...	...	81	85
Tekka Taiping Ltd. ... ..	...	...	161	172	1	2	31	30
Total, Larut and Matang Mines ...	192	260	913	985	2	4	236	290
Total, Larut and Matang District ...	6,708	6,392	1,519	1,661	49	74	1,132	1,177
KUALA KANGSAR DISTRICT.								
Arras	64	111	...	...	...	...	...	...
Bruas	145	133	...	...	...	...	...	...
Changkat Salak	620	632	30	...	...	...	6	4
Chuan Chew ... ..	...	1	104	103	...	...	...	...
Dovenby	570	317	...	...	...	...	...	...
Dindang	99	114	...	...	...	...	...	...
Elphil	112	249	22	25	...	1	...	...
Gapis	277	232	...	...	...	...	...	...
Glenealy	180	158	1	1	1	1	1	1
Heawood	329	307	11	4	...	...	3	2
Kamuning	638	672	...	...	...	...	7	2
Kati	135	103	5	...	...	...	...	...
Maryland	69	110	...	...	...	...	...	...
Parit-Perak	106	106	...	32	...	...	...	...
Perak River Valley	256	176	...	...	...	...	1	3
Riverview	104	141	...	...	...	...	...	...
Serapoh	104	141	...	...	...	...	...	...
Sungei Bruas	145	137	1	1	...	...	...	...
Sungei Kruda	265	254	82	89	105	94	...	...
Sungei Reyla	244	215	...	...	...	...	...	...
Sweet Kamiri	180	197	22	32	...	...	3	2
Union Kongsi ... ..	...	...	269	239	...	...	...	...
Wellington	39	129	14	18	...	...	2	12
Eastfield	65	87	...	17	...	...	1	...
Employing less than 100 labourers (48)	1,102	964	356	291	10	...	71	102
Total, Kuala Kangsar District ...	5,848	5,702	917	852	116	96	97	130

APPENDIX E—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
UPPER PERAK DISTRICT.								
Khota Tampan	252	233						
Hitam Tin Ltd.	345	265					7	9
Rahman Hydraulic	17	32	960	924	1	1	75	78
Total, Upper Perak District ...	614	530	960	924	1	1	82	87
KINTA DISTRICT.								
Batu Dua	151	116						
Chumor	188	280	2	1			1	
Chumor United	66	70	7	4			45	47
Gunong Kroh	189	164						
Gunong Panjang	146	124	44	51	48	28		
Harewood	225	183	1	1			2	2
Kanthan	82	112						
Kinta Kellas	547	625	2	3			2	4
Kinta Valley	440	331					1	1
Klabang	288	248						
Kota Bahroe	175	144						
Moynalpy	116	115	1	1				
Old Kellas	306	291						
Pingi	135	112						
Sengat	259	290						
Strathisla	299	227	51	51				
Swee Lam			260	200				
Tong Hing			98	136		35		
Tanjong Rambutan	126	70	124	235			5	5
Teja	114	115						
Estates employing less than 100 labourers (89)	1,925	1,872	835	580	85	67	31	33
Total, Estates ...	5,777	5,489	1,425	1,263	133	130	87	92
KINTA MINES.								
Chan Ngin Hin	40	40	123	205				
Changkat Papan	7	7	108	104				
Gopeng Consolidated	108	116	94	96			188	195
Ipoh Tin Dredging	17	24	165	266			24	40
Johan Tin Mine... ..			106	114		1	21	15
Kinta Tin Mine	101	91	99	270			98	81
Kledang Tin Mine			170	252			3	
Malayan Tin Dredging	163	182	491	493			73	81
Menglembu Lode Syndicate	5	8	181	373	1	1	1	4
Papan Tin Limited			49	224				
Pusing Rubber and Tin		10	701	772			3	2
Rambutan Limited	37	52	60	60		3	46	39

APPENDIX E—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KINTA MINES—(cont.)								
Societe des Etain de Kinta	55	43	257	278	...	...	47	13
Societe des Mines de Tekka	141	167	1,122	1,373	37	36	26	37
Tambun Mine ... ..	...	23	...	348	...	...	...	29
Teluk Kruin	188	194	...	...	...	...	...	...
Tekka Ltd.	134	97	162	124	5	4	51	53
Tronoh Mines	130	131	640	642	...	...	122	121
Idris Hydraulic Tin	59	44	76	42	8	6	89	67
Kinta Association	18	26	36	55	2	2	61	62
Kramat Pulau	66	57	63	56	...	...	64	69
Mines employing less than 100 labourers (12)	63	71	254	257	6	6	13	6
Total, Kinta Mines	1,332	1,383	4,956	6,404	59	59	930	914
Total, Kinta Estates	5,777	5,489	1,425	1,263	133	130	87	92
Total, Kinta District	7,109	6,872	6,381	7,667	192	189	1,017	1,006
BATANG PADANG DISTRICT.								
Banopdane	115	127	...	...	...	...	...	...
Bedford	114	128	...	...	...	...	1	...
Bedrock	135	111	...	...	...	...	...	...
Behrang River	101	106	...	...	...	...	...	...
Bidor	358	333	...	...	...	...	...	...
Bikam	229	232	...	18	...	...	...	5
Bruseh Tin and Rubber	212	207	1	1	...	...	...	...
Chenghai	159	152	...	...	...	...	...	...
Cluny	198	206	...	...	...	...	...	...
Digwarrah	204	184	...	...	...	...	...	...
Gedong (Perak)	213	211	...	...	...	...	...	...
Goodheart	149	104	16	25	...	...	7	2
Hendra	176	157	...	...	...	...	...	...
Jong Landor	341	345	35	53	...	...	...	...
Kannudaival	140	137	...	...	...	...	...	...
Katoyang	238	242	...	...	...	...	...	...
Leonardo	120	103	...	...	...	...	...	...
Narborough	231	371	...	...	...	...	...	...
Sungei Chinoh	391	291	22	...	...	...	...	...
Sungei Klah	188	173	17	10	...	...	...	...
Sungei Kruit	324	304	20	20	...	...	...	...
Sungei Seoul ... ..	...	...	70	130	...	...	...	...
Sungei Sungkai	202	210	...	...	...	...	...	...
Sungkai	150	158	...	...	...	...	...	...
Tapah	429	342	...	...	7	6	...	...
Trolak	165	157	...	...	...	...	...	...
Wong Fong ... ..	...	...	123	104	...	...	...	...
Estates employing less than 100 labourers (30)	865	648	194	151	29	23	36	38
Total, Batang Padang Estates	6,147	5,739	498	512	35	29	44	45

APPENDIX E—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javaese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
MINES, BATANG PADANG.								
Chenderiang Tin	44	44	263	171	4	5	23	30
Lam Looking	100	111	696	720	...	...	12	16
Mines employing less than 100 labourers (1)	14	10	60	57	...	...	12	16
Total, Batang Padang Mines ...	158	165	1,019	948	4	5	47	62
Total, Batang Padang District ...	6,305	5,904	1,517	1,460	39	34	91	107
LOWER PERAK DISTRICT.								
Alpha Bernam	139	128						
Arcadia	560	457						
Bagan Datoh	720	647						
Bagan Pasir	407	466						
Batak Rabbit	260	272						
Bernam	330	299	1	...	5	7	2	2
Blenheim	252	231						
Cicely Division	111	125	...	...	66	70	23	11
Flemington	264	211						
Gloucester Division	252	373	...	...	72	56	1	
Hamiltonia	133	186						
Jenderata	668	692	1	1	12	...	12	9
Kuala Perak	325	388						
Lower Perak	249	267						
Melintang Coconut	411	282	...	...	...	...	2	2
Melintang Rubber	113	103						
Nova Scotia	809	1,169	2	2	193	181		
Ratanui	196	258	...	...	1	1	1	1
Rungkup	151	212						
Rubana	655	692	2	3	71	79		
Sabrang	636	554	...	2	...	...	3	1
Saraswathy	137	109	2	1	5	...	3	2
Selaba	219	272	...	1	159	107	8	10
Spynie	335	356	22	...	10	...		
Strathmashie	466	595	...	...	47	16		
Sungei Nibong	105	145						
Sungei Timah	102	143						
Sussex	119	93	2	...	...	...	7	4
Teluk Anson	201	202						
Teluk Bahru	147	151						
Teluk Buluk	205	199						
Twenty First Mile	126	120						
Estates employing less than 100 labourers (26)	1,096	902	65	80	28	63	9	6
Total, Lower Perak District ...	10,899	11,299	97	90	669	580	71	48

APPENDIX E—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
SITIAWAN DISTRICT.								
Ayer Tawah	40	32	3	3	256	258	8	7
Bintang	130	142						
Changkat Meranti	161	161	19	12	2	7		
Harcroft	181	151						
New Columbia	524	491			7	5	1	
Sitiawan	315	342						
Sitiawan Mission	130	101						
Suffolk	323	228						
Sungei Wang	715	698						
Walbrook	277	238						
Estates employing less than 100 labourers (10)	387	404	21	25				
Total, Sitiawan District ...	3,183	2,988	43	40	265	270	9	7
SUMMARY.								
Krian District	8,876	8,889	152	188	19	41	216	393
Larut and Matang	6,708	6,392	1,519	1,661	49	74	1,132	1,177
Kuala Kangsar	5,848	5,702	917	852	116	96	97	130
Upper Perak	614	530	960	924	1	1	82	87
Kinta	7,109	6,872	6,381	7,667	192	189	1,017	1,006
Batang Padang	6,305	5,904	1,517	1,460	39	34	91	107
Lower Perak	10,899	11,299	97	90	669	580	71	48
Sitiawan	3,183	2,988	43	40	265	270	9	7
GRAND TOTAL, PERAK ...	49,542	48,576	11,586	12,882	1,350	1,285	2,715	2,955

APPENDIX F.

List of Estates in Selangor (Inland Districts) employing 100 labourers and upwards on 31st December, 1923.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KUALA LUMPUR DISTRICT.								
Batu	147	144						
Batu Caves	440	430						
Bujong	187	236	...	60				
Bukit Hitam	320	255						
Bukit Jalil	204	187						
Bukit Kiara	194	172	30	16	...	...	1	3
Bungsar	366	310	99	165				
Castlefield	568	557	...	...	...	28	6	6
Edinburgh	254	253						
Efingham	165	153						
Elmina	116	129	93	75				
Hongkong	162	148						
Jiujiang	146	131						
Kent	332	280						
Kepong	255	244						
Killinghall	209	188						
Kinrara	289	242						
Mount	176	172						
Pataling	399	383						
Puchong	134	126						
Seaport	375	356						
Segambut	126	127						
Seventh Mile	170	133	36	22	...	...	...	1
Sungei Tua	151	108	1	3	1	4	2	2
Ulu Buloh	274	309						
Estates employing less than 100 labourers	856	776	1,097	1,038	16	30	36	43
Total, Kuala Lumpur District ...	7,015	6,549	1,356	1,379	17	62	45	55
ULU LANGAT DISTRICT.								
Abaco	130	192						
Ampar Tenang	132	309						
Balau	211	182						
Belmont	112	118						
Benar	112	147	3	3	...	...	1	
Bhutan	95	111	32	74	...	...	124	178
Braemar	88	134						
Broome	137	238	...	...	29	30	3	4
Bukit Tunggu	9	15	78	115	57	23	8	4
Cheras ... ..	...	...	125	104	59	40		
Dominion	156	156	27	40				
Galloway	114	136						
Glengowrie	226	139	16	16				
Madingley	169	161	4	2	1	4		
Paradise	173	130						
Rinching	209	206						
Semenyih	261	255						
Sedgely ... ..	...	...	130	110	1	1		

APPENDIX F—(cont.)

List of Estates in Selangor (Inland Districts) employing 100 labourers and upwards on 31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
ULU LANGAT DISTRICT—(cont.)								
Sungei Lui	134	145						
Sungei Rinching	133	149						
Sungei Tankas			54	116	39	28	29	14
Sydney	151	226						
West Country	139	107						
Estates employing less than 100 labourers	597	595	1,478	1,400	390	274	80	84
Total, Ulu Langat District ...	3,588	3,851	1,947	1,980	576	400	245	284
ULU SELANGOR DISTRICT.								
Batang Kali	150	121						
Bristol	333	375		10		1		
Bukit Darah	158	211						
Bukit Rawang	152	88						
Escot	227	206						
Kuala Garing	686	419						
Kuala Kubu	135	137						
Kundang	137	206	6	10				
Serendah... ..	268	194						
Strathairlie	226	362						
Sungei Choh	342	457						
Sungei Dua	126	89						
Sungei Gantong... ..	242	207						
Tanjong Malim (N)	606	530	80	41				
Tanjong Malim (S)	353	342	23	19	4	4	4	4
Utan Simpan	61	45	125	115			2	2
Vimy	136	130						
Estates employing less than 100 labourers	626	715	488	425	9	11	24	14
Total, Ulu Selangor District ...	4,964	4,834	722	620	14	16	30	20
MINES.								
Sungei Besi	305	307	332	344			45	52
Malayan Hydraulic Mines	14	12	88	184			4	4
Total ..	319	319	420	528	...	...	49	56
KLANG DISTRICT.								
Blackwater	149	131						
Brafferton	284	360						
Brown Comet	133	29						
Bukit Jelutong	244	245						
Bukit Kamuning	402	440	63	16			2	2

APPENDIX F—(cont.)

List of Estates in the Coast Districts of Selangor employing 100 labourers and upwards on 31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KLANG DISTRICT—(cont.)								
Bukit Rajah (East)	318	293						
Bukit Rajah (West)	497	476	2	1	...	...	4	4
Bukit Rimau	103	93						
Damansara	772	670						
Ebor	129	110						
Emerald	152	159						
Glenmarie	268	401	25					
Golconda	228	143						
Golden Hope	148	150						
Haron	401	348						
Harpندن	343	370	...	...	...	3		
Highlands and Batu Unjor	428	451						
Jalan Acob	683	536						
Kampong Jawa	106	93	17	15	...	...	2	2
Kapar	108	78						
Merton	195	166						
Midlands	450	430	...	...	...	20		
North Hummock	706	723	...	...	...	...		2
Padang Java	200	217						
Pendamaran	199	192						
Pilmoor	282	310						
Rasak	162	132						
Reading	164	106	...	...	...	...	...	1
Seafield	638	603						
Shelford	142	115						
Sungei Kapar	262	278						
Sungei Nebong	104	83						
Sungei Puloh	272	214						
Sungei Rengam	616	601						
Sungei Serdang	110	124						
Sungei Way	324	334	29	35				
Tremelbye	246	175						
Vallambrosa	288	268						
Estates employing less than 100 labourers	738	673	93	87	5	8	13	10
Total, Klang District ...	11,994	11,320	229	154	5	31	21	21
KUALA SELANGOR DISTRICT.								
Assam Jawa	158	132						
Athlone	235	198						
Bharu Selangor	99	109						
Berjuntai	239	203						
Bukit Panjong	401	371						
Braunston	268	256	...	...	42	28		
Bukit Badong	119	104						
Bukit Blimbing	223	241						
Bukit Cherakah	440	496						
Bukit Ijok	291	271						
Bukit Cloh	170	187						
Bukit Kraiyong	213	188						

APPENDIX F—(cont.)

List of Estates in the Coast Districts of Selangor employing 100 labourers and upwards on 31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KUALA SELANGOR DISTRICT								
—(cont.)								
Bukit Rotan	242	193						
Caledonian	299	301			17	17		
Carnarvon	288	236						
Coalfields	212	212						
Holmwood	154	156						
Hopeful	102	124						
Java Selangor	145	107						
Jeram	140	127						
Kamasan	146	139						
Kampung Kuantan	442	490						
Kempsey	201	153						
Kenny	269	301						
Kuala Selangor	602	539						
Laubourne	117	77						
Iapan Utan	114	85						
Merbau	329	318	1	2				
Monmouth	170	111						
Padang Gajah	323	347						
Rajah Hitam	196	131						
Rajah Musa	425	440						
Rantau Panjong	364	355					4	4
Riverside	288	410						
Rosevale	198	213						
St. Andrew	183	188						
Selangor River	591	584						
Shalimar	252	209						
Sapintas	359	236					1	1
Strathmore	133	141						
Sungei Buloh	585	550						
Sungei Rambai	706	661						
Sungei Tinggi	487	607						
Sungei Trap	181	161	84	84	104		2	50
Sungei Bernam	705	670						
Tanjong Pasir	169	142						
Telok Piah	176	147						
Tennamaram	377	423						
Torkington	324	295						
Tuan Mee	159	182						
Woodlake	163	93						
Estates employing less than 100 labourers	374	377	1					
Total, Kuala Selangor District ...	14,516	13,987	86	86	163	45	7	55
KUALA LANGAT DISTRICT.								
Bandar	257	204						
Banting	203	185						
Bedford	80	134						
Brooklands and Padang Rusa	1,257	1,153						
Bute	207	193	20					
Changkat	173	136						

APPENDIX F—(cont.)

List of Estates in the Coast Districts of Selangor employing 100 labourers and upwards on 31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KUALA LANGAT DISTRICT								
—(cont.)								
Dusun Durian	666	559						
Fermanagh	94	104						
Gadong	119	130						
Jugra	623	554					4	4
Jugra Land and Carey, Ltd.	3,722	3,177	35	13	51	32	50	16
Kluang	665	588					4	3
Lunderston (New)	130	114						
Lunderston (Old)	244	259						
Permatang	346	384						
Sea View and Batu Untong	116	168						
Sungei Linau	96	116						
Sepang	4	634	589	848		17	4	
Serdang Blah	127	114						
Sungei Buaia	421	421						
Sungei Manggis	171	221						
Sungei Sedu	430	385						
Tanjong Duablas	248	256						
Telok	159	170						
Telok Datoh	383	400						
Telok Gong	191	148						
Telok Merbau	1,159	1,154					7	7
Tumbuk	246	194						
Estates employing less than 100 labourers	233	491	98	99	8	8	27	35
Total, Kuala Langat District ...	12,870	12,646	742	960	59	57	96	65
SUMMARY.								
Kuala Lumpur	7,015	6,549	1,356	1,379	17	62	45	55
Ulu Langat	3,588	3,851	1,947	1,980	576	400	245	384
Ulu Selangor	4,964	4,834	722	620	14	16	30	20
Klang	11,994	11,320	229	154	5	31	21	21
Kuala Selangor	14,516	13,987	85	86	163	45	7	55
Kuala Langat	12,870	12,646	742	960	59	57	96	65
GRAND TOTAL, SELANGOR ...	54,947	53,187	5,081	5,179	834	611	444	500

APPENDIX G.

List of Estates in Negri Sembilan employing 100 labourers and upwards on
31st December, 1923.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
SEREMBAN DISTRICT.								
Ainsdale	109	114	33	48	...	...	20	8
Ann Aik ... ..	...	...	223	207	...	...	7	2
Australasia	14	24	60	81	...	...	5	1
Batang Benar	226	236	...	...	...	...	...	...
Batu Sablas	111	99	44	52	...	...	4	1
Bukit Nilai	4	3	45	34	...	...	8	64
Cairo	106	94	116	133	...	...	1	13
Carrotina	72	51	40	128	...	95	...	...
Cheviot	432	404	74	65	...	...	...	74
Cycle ... ..	...	...	85	98	...	12	18	21
Georgia-Khartoum	67	62	70	57	1	...	1	1
Hamilton	143	139	...	...	...	...	...	...
Hillside	40	82	194	285	...	...	18	50
Jindaram	80	39	114	69	2	26	1	...
Kingsland	264	159	...	...	...	...	...	...
Kombok	228	255	130	90	20	26	...	...
Kubang	128	115	185	110	...	3	3	1
Labu	635	544	48	42	...	1	10	10
Lenggeng	291	290	...	...	...	...	2	1
Linggi and Kanchong	323	274	65	25	...	...	...	...
Linum	306	248	...	...	3	3	...	...
Mambau	99	81	140	133	1	30	9	...
Mantin	40	33	160	170	...	...	...	...
New Labu	283	330	...	15	...	...	...	...
New Seremban	149	107	21	17	2	2	...	...
Old	152	99	71	77	...	...	...	10
Pajam	607	565	...	...	...	...	...	...
Pantai	142	133	...	3	...	8	...	...
Ribu	204	196	...	...	...	...	...	...
Senawang	199	184	62	35	...	10	6	6
Sepang Valley	84	193	110	20	...	...	2	...
Shanghai-Seremban	118	108	...	...	...	...	...	...
S. R. M. M. A. Chetty	170	171	...	...	...	...	...	...
Sungei Gadut	202	176	56	55	...	...	...	...
Sungei Mahang	164	168	89	185	...	25	...	...
Sungei Sekah	111	98	25	85	...	...	...	...
Temiang North	8	32	80	75	50	53	...	...
Temiang South	52	122	62	79	74	71	...	...
Terentang	184	167	...	...	5	4	...	1
Third Mile	253	225	29	27	5	21	...	...
Ulu Arah	11	14	335	230	...	...	17	25
Ulu Kanchong	98	76	430	265	...	3	...	...
Ulu Rantau	160	192	11	...	4	4	...	...
Ulu Sawah	222	196	136	200	...	...	...	...
Estates employing less than 100 labourers (52)	934	774	1,246	1,020	157	93	142	135
Total, Seremban District ...	8,225	7,672	4,589	4,215	324	490	274	424

APPENDIX G—(cont.)

List of Estates in Negri Sembilan employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	* On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
COAST DISTRICT.								
Atherton and Leigh	380	348	102	130	11			
Bradwall	96	99	131	155	16	41		
Bukit Palong	94	104						
Goh Soo Pin	2	2	120	202	...	...	5	
Jemima	467	400	136	302	...	...	16	21
Jimah	198	161	3	3	6	1		
Lukut	120	109	83	88				
Perbentian Siput	92	98	100	95				
Sagga	306	273	25	...	...	15	10	
St. Leonards	114	105	55	40	10			
Sendayan	240	248	90	89	1	1	1	
Sengkang	284	247	69	155	...	...	7	13
Siginting	118	80	55	37				
Siliau	101	268	32	111	8	30		
Sua Betong	201	242	169	182				
Sua Grensing	168	222	10	10				
Sua Manggis	129	101	...	16				
Sungei Mawar	79	18	35	123				
Sungei Nipah	276	158						
Sungei Salak	200	209	...	35				
Sungei Ujong	133	162	...	50				
Tampin Linggi	328	420	...	194	...	...	15	24
Tanah Merah	20	19	628	691	...	41	16	28
Estates employing less than 100 labourers (46)	380	449	981	680	53	33	58	65
Total, Coast District ...	4,526	4,542	2,824	3,388	105	162	128	151
TAMPIN DISTRICT.								
Ayer Tekah	175	197	77	174	117	111		
Ayer Tengah	31	100	6	35	...	...	2	12
Batang Malaka	64	137	52	61				
Batu Hampar	230	268	2	...	1	1		
Beruntong	111	217	42	90	67	116	3	22
Bukit Bertam	176	266	...	...	...	...	4	2
Bukit Kledek	115	116	...	75	...	...
Chembong	75	79	86	97	16	13	3	13
Chimpul	192	186	20	17	...	...	2	10
Gan Kee	153	152	...	...	...	...
Kundur	229	214	...	...	...	...		6
Legong Ulu	155	127	25	62	...	...	1	57
Lubok China	186	175	...	...	...	...	1	1
Perhentian Tinggi	231	301	...	...	...	...
Regent (Arang)	66	194	9	...	...	...	2	
Regent (Selatan)	39	32	16	96	...	...		1
Regent (Tenggara)	229	281	32	86	...	...	3	2
Repah	44	63	90	65	...	4		
Senda ... ..	...	...	124	117	2	26	45	38
Sungei Kelamah ... ..	...	...	149	155	...	20	12	14
Ulu Pedas	82	65	72	128	...	...	15	22
Estates employing less than 100 labourers (32)	353	369	1,029	675	1	21	84	92
Total, Tampin District ...	2,936	3,539	1,831	1,933	204	312	177	292

APPENDIX G—(cont.)

List of Estates in Negri Sembilan employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KUALA PILAH DISTRICT.								
Bahau	144	109	162	128	...	77	16	3
Jempol	124	160	30	40	...	...	...	...
Jeram Padang	167	133	...	84	...	...	...	...
Kuala Jelei	133	127	114	130	...	...	5	10
Kuala Pilah	41	103	50	50	...	...	...	...
New Rompin ... ..	...	8	130	170	...	...	...	...
North Johol	161	121	136	211	...	...	10	50
Rompin-Penari	215	278	455	664	...	...	1	3
South Johol	109	95	176	162	...	...	15	7
Taisho (Bahau)	40	79	60	121	...	...	53	22
Taisho (Rompin) ... ..	...	8	152	128	...	...	3	9
Tankoh ... ..	...	...	...	146	...	...	...	55
Yap Oh San ... ..	...	...	105	116	...	...	...	...
Estates employing less than 100 labourers (31)	305	217	762	738	19	5	113	102
Total, Kuala Pilah District ...	1,439	1,438	2,332	2,888	19	82	216	261
JELEBU DISTRICT.								
Jelebu	163	201	33	35	...	...	...	...
Pertang	12	15	92	106	10	32	...	...
Estates employing less than 100 labourers (8)	30	37	359	337	...	10	23	14
Total, Jelebu District ...	205	253	484	478	10	42	23	14
SUMMARY.								
Seremban	8,225	7,672	4,589	4,215	324	490	274	424
Coast	4,526	4,542	2,824	3,388	105	162	128	151
Tampin	2,936	3,539	1,831	1,933	204	312	177	292
Kuala Pilah	1,439	1,438	2,332	2,888	19	82	216	261
Jelebu	205	253	484	478	10	42	23	14
GRAND TOTAL, NEGRI SEMBILAN ...	17,331	17,444	12,060	12,902	662	1,088	818	1,142

APPENDIX H.

List of Estates in Pahang employing 100 labourers and upwards on
31st December, 1923.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
KUALA LIPIS DISTRICT.								
Benta	130	176	98	140				
Selborne	157	255	80	25	450	334		
Total ...	287	431	178	165	450	334		
Estates employing less than 100 labourers	222	248	17	...	...	...	3	
Total, Kuala Lipis District ...	509	679	195	165	450	334	3	
KUANTAN DISTRICT.								
Atbara ... ..	...	...	...	...	244	230		
Jeram Kuantan ... ..	...	...	...	...	151	198		
Kuala Reman ... ..	...	...	1	1	743	660		
Semambu ... ..	...	...	20	10	147	160		
Sungei Talam ... ..	...	...	...	...	261	212	13	14
Total ...	...	...	21	11	1,546	1,460	13	14
Estates employing less than 100 labourers	71	95	32	43	1	5	3	6
Total, Kuantan District ...	71	95	53	54	1,547	1,465	16	20
RAUB DISTRICT.								
Cheroh	326	268	20	60	...	2	...	15
Gali	91	103	23	...	...	...	2	
Raub	103	118	...	...	...	...	...	...
Sungei Bilut	130	105	...	16	...	...	...	20
Total ...	650	594	43	76	...	2	2	35
Estates employing less than 100 labourers	26	86	128	82	...	...	5	32
Total, Raub District ...	676	680	171	158	...	2	7	67
BENTONG DISTRICT.								
Karak	154	203	6	25	...	...	...	...
Estates employing less than 100 labourers	86	158	196	160	...	...	9	74
Total, Bentong District ...	240	361	202	185	...	...	9	74

APPENDIX H—(cont.)

List of Estates in Pahang employing 100 labourers and upwards on
31st December, 1923—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
TEMERLOH DISTRICT.								
Mengkarak	110	109	175	119				
Mentakab	132	223	...	6				
Teng Aik	52	77	178	200	8	4	17	19
Total	294	409	353	325	8	4	17	19
Estates employing less than 100 labourers	8	39	60	49	...	...	90	60
Total, Temerloh District	302	448	413	374	8	4	107	79
SUMMARY.								
Kuala Lipis	509	679	195	165	450	334	3	
Kuantan	71	95	53	54	1,547	1,465	16	20
Pekan ... ..	...	...	55	58	...	2	73	57
Raub	676	680	171	158	...	2	7	67
Bentong	240	361	202	185	...	...	9	74
Temerloh... ..	302	448	413	374	8	4	107	79
GRAND TOTAL, PAHANG	1,798	2,263	1,089	994	2,005	1,807	215	297

APPENDIX I.

Statistics of Labourers employed by Government Departments in
the Federated Malay States in 1923.

Place of employment.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.	On 1-1-23.	On 31-12-23.
PERAK.								
Public Works Department	3,638	3,987	39	68	...	...	298	427
Sanitary Boards... ..	1,268	1,269	115	114	6	4	4	4
F.M.S. Railways	2,200	2,071	105	63	4	4	31	78
Miscellaneous Departments	515	460	...	...	10	9	317	354
Total, Perak	7,621	7,787	259	245	20	17	650	863
SELANGOR.								
Public Works Department	2,464	2,320	17	23	53	33	110	124
Sanitary Boards... ..	1,071	902	19	17	1	1	9	12
F.M.S. Railways	2,264	2,452	437	520	5	2	78	108
Miscellaneous Departments	904	1,090	54	50	14	27	271	209
Total, Selangor	6,703	6,764	527	610	73	63	468	433
NEGRI SEMBILAN.								
Public Works Department	1,452	1,305	3	2	...	...	159	104
Sanitary Boards... ..	296	295	23	20	2	6	20	21
F.M.S. Railways	891	870	142	128	1	...	89	96
Miscellaneous Departments	125	94	...	1	15	7	223	179
Total, Negri Sembilan	2,764	2,564	168	151	18	13	491	400
PAHANG.								
Public Works Department	1,012	984	65	13	17	17	198	153
Sanitary Boards... ..	79	90	1	1	4	...	4	6
F.M.S. Railways	620	495	223	59	...	...	102	13
Miscellaneous Departments	129	83	...	...	7	9	181	150
Total, Pahang	1,840	1,652	289	73	28	26	485	322
GRAND TOTAL, F.M.S.	18,928	18,767	243	1,079	139	119	2,094	2,018

APPENDIX J.

Return of Deaths by Suicide of Indians in the Federated Malay States during the year 1923.

Name.	Sex.	Nationality.	Where residing at time of death.	Remarks.
PERAK—				
Kondan	M.	Tamil ..	Dennistown Estate	Suicide by hanging.
Suprayan	M.	" ..	Taiping River Plantations, Taiping	" ..
Munisamy	M.	" ..	Port Weld	" ..
Sinnathamby	M.	" ..	Matang Estate, Matang	" ..
Chetty	M.	" ..	Kamunting Tin Dredging, Kamunting	" ..
Appu	M.	Malabar	Sungei Chuar Estate, Kati	" ..
Ambalam	M.	Tamil ..	Dusun Besar Estate, Kampong Kapayang	" ..
Narayanasamy	M.	" ..	Kinta Valley Estate, Batu Gajah	" ..
Kolappan	M.	" ..	Alpha Bernam Estate, Hutan Melintang	" ..
Sinnasamy	M.	" ..	Suffolk Estate, Sitiawan	" ..
Ponnusamy	M.	" ..	P.W.D. Lines, Teluk Anson	" ..
Angammah	F.	" ..	Jendaratta Estate	" ..
Gopal	M.	" ..	Windsor Estate	" ..
SELANGOR—				
Karupayee	F.	" ..	P.W.D. Lines, Kampong Attap, Kuala Lumpur	Depression.
Ponnan	M.	" ..	Serendah	Suicide by hanging.
Iluasimuthu	M.	" ..	Paradise Estate	Sickness.
NEGRI SEMBILAN—				
Karuppiah	M.	" ..	Soliapillay's Estate, Kuala Pilah	
Palaniappan	M.	" ..	Linggi Plantations, Rantau	
Kurusamy	M.	" ..	Austrasia Estate, Mambau	
Maniam	M.	" ..	In Tanah Merah Village, Port Dickson	
PAHANG—				
Suraiyia	M.	" ..	Raub.	

APPENDIX K.

Return of Fatal Accidents to Indians in the Federated Malay States during 1923.

Name.	Sex.	Nationality.	Residence at time of death.	Cause of death.
PERAK—				
Sinnammah ...	F.	Tamil ...	Bagau Datoh ...	Misadventure by fire
Roko ...	F.	" ...	" ...	Accidental drowning
Sinnappan ...	M.	" ...	Changkat Jong ...	Run over by cart
Athyna ...	M.	Telugu ...	Sungei Wangi ...	Accidental drowning
Meenakchi ...	F.	Tamil ...	Kuala Bernam ...	" "
Valliamma ...	F.	" ...	Sungei Delang ...	" "
Annasamy ...	M.	" ...	Nova Scotia ...	Lightning Stroke
Kolanthai Goun- den ...	M.	" ...	" ...	" "
Perumal ...	M.	" ...	Teluk Anson ...	Accidental drowning
Mari ...	M.	" ...	Rungkop Estate ...	" "
Davase ...	M.	Telugu ...	Behrang Estate ...	" "
Murugan ...	M.	Tamil ...	Teluk Anson ...	Run over by train
Arunasalam ...	M.	" ...	Bagan Pasir Estate ...	Accidental drowning
Marame ...	F.	" ...	Kampong Serdang ...	" "
Perumal ...	M.	Telugu ...	18th Mile, Padang Rengas...	" "
Raghava Mudali...	M.	Tamil ...	23rd Mile, Lenggong Road...	Fall from cart
Sengal ...	M.	" ...	Chemor ...	Accidental drowning
Subbarayan ...	M.	" ...	" ...	Crushed by factory door
Alagan ...	M.	" ...	Bagau Serai ...	Lobar Pneumonia
Konnary ...	M.	" ...	Sungei Klah Estate ...	Poisoning
Gopal ...	M.	" ...	Evanscall Estate ...	Acute alcoholism
SELANGOR—				
Kondiah ...	M.	Telugu ...	Kuala Garing Estate ...	Rupture of spleen
Kari ...	M.	Tamil ...	Rasa ...	Knocked down by train
Thavasi ...	M.	" ...	Sungei Serdang Estate ...	Fall from a rubber tree
Ramasamy ...	M.	" ...	Harpenden Estate ...	Crushed by falling of rubber tree
Govindan ...	M.	" ...	1st Mile, Kapar Road, Klang	Run over by his own hand cart
Subramaniam ...	M. Child	" ...	Damansara Estate ...	Burns caused by overturning lamp
Periasamy ...	M. Child	" ...	Tumbuk Estate ...	Drowned in water hole
Maruthamuthu ...	M. Child	" ...	Teluk Datoh Estate ...	Drowned in drain
Arumugam ...	M. Child	" ...	Batu, Banting ...	" "
Unknown ...	M. Child	" ...	Kapar ...	" "
NEGBI SEMBILAN—				
Velu ...	M.	" ...	Ulu Sawah Estate Hospital...	Fall from cocoanut tree
Nachiappan ...	M.	" ...	General Hospital, Seremban	" "
Rappa ...	F.	" ...	3rd Mile, P.W.D., cooly lines, S. ...	Fell into a well
Velayuthan ...	M.	" ...	Gadut Road ...	" "
Velayuthan ...	M.	" ...	P.W.D. Quarry, Senaling ...	Killed by falling stones
Karuppiah ...	M.	" ...	General Hospital, Seremban	Knocked by a ballast train
Murugan ...	M.	" ...	4th Mile, Labu Road ...	Fell down whilst drunk. Rupture of spleen
Kamachi ...	F.	" ...	General Hospital, Seremban	Septicaemia due to tattooing
Suppammah ...	F.	" ...	1st Mile, Coast Road ...	Knocked down by motor car
Unknown ...	M.	" ...	On railway line, Seremban	Knocked down by train
Mayavari ...	M.	" ...	Port Dickson Hospital ...	Killed by falling tree
Sinniah ...	M.	Telugu ...	No. 57, B. Market Lane, Seremban ...	Fell down from a mango tree
Rappa ...	F.	Tamil ...	Batu Haupar Estate ...	Fell into a well

APPENDIX L.

List of Permits to Recruit Netherlands Indian Labourers in force on
31st December, 1923.

Name of estate.	Number and date of permit.	Period of permit.	Number authorised to be recruited.
Cocos Island and Christmas Island	14-10-05 No. 13	No time limit	100
Jeram-Kuantan	19- 7-23 ,, 38	One year	80
Malakoff Plantations, Ltd.	10- 4-04 ,, 8	No time limit	600
Plang	26-11-07 ,, 15	„	1,000
Semambu	23-12-23 ,, 8	One year	70

APPENDIX M.

Statistics of Netherlands Indian Labourers on contract in the
Federated Malay States for the year 1923.

Name of estate.	Number on estate on 31st December, 1922.	Number on estate on 31st December, 1923.	Average labour force.	Number of desertions.	Number of deaths.	Death-rate per mille, 1923.	Death-rate per mille, 1922.	Remarks.
PERAK—								
Ayer Tawah	161	163	159.2	1	...	...	...
Cicely	66	48	56.7	17	...	...	10.7	
Jendarata	12	...	4.6	2	...	...	...	Up to June.
Nova Scotia	70	...	35.5	...	...	...	6.3	" " February.
Rubana	50	...	48.8	2	...	...	...	" " May.
Strathmashie	43	...	41.0	4	...	...	89.2	" " February.
Total, Perak	402	211	345.8	26	...	...	13.1	
NEGRI SEMBILAN—								
Beruntong	24	...	21.6	...	...	...	...	Up to May.
Total, N. Sembilan	24	...	21.6	...	...	...	...
PAHANG—								
Atbara	233	212	221.1	3	12	54.2	46.9	
Jeram-Kuantan	142	195	163.5	4	11	24.5	51.6	
Kuala Reman	515	303	379.9	6	10	26.3	20.7	
Selborne Plantation	377	129	250.4	24	1	4.0	...	
Semambu	121	119	126.5	10	4	31.7	98.4	
Sungei Talam	174	101	161.5	14	12	86.9	96.5	
Total, Pahang	1,562	1,059	1,302.9	61	50	38.4	30.3	
Grand Total	1,988	1,270	1,670.3	87	50	29.9	26.0	

APPENDIX N.

List of Estates Employing Netherlands Indian Contract Labourers
which Provide Hospital Accommodation.

Estate.	Provision of Hospital.
PERAK—	
Ayer Tawah	Hospital on Estate
Cicely	" "
Jendarata	" "
Nova Scotia	" "
Rubana	" "
Strathmashie	" "
NEGRI SEMBILAN—	
Beruntong	Observation ward of 14 beds and Dispensary on Estate
PAHANG—	
Atbara	Hospital on Estate
Jeram-Kuantan	" "
Kuala Reman	Use Sungei Lembing Hospital: Dispensary on Estate
Selborne Plantation	Use Kuala Lipis Government Hospital: Dispensary on Estate
Semambu	Hospital on Estate
Sungei Talam	" "

APPENDIX O.

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1923.

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
PERAK—		
Krian District :		
Chersonese	53	
Dennistown	40	Opened in December
Gedong	34	
Gula	57	
Jin Seng	26	
Kalumpang	30	Aided
Kurau	15	Opened in November
Merchiston	19	" " "
Nellmay	7	
Seang Aik	26	
Samagaga	11	Opened at end of year
Sungei Bogok	19	Aided
Sungei Krian	25	
Tali Ayer	22	
Yam Seng	25	
Bukit Klian	15	
Larut and Matang Districts : (including Selama)		
Changkat Serdang	14	
Jebong	56	Re-opened in December
Krian Road		Opened on 24-12-23
Lauderdale	12	
Matang	9	
Norseman	17	
Sungei Limau	18	
Trong	20	
Windsor	12	
Selinsing		
Seldings	30	Re-opened in December
Kuala Kangsar District :		
Dindang	18	Opened in July, 1923
Gapis	34	
Heawood	18	
Riverview	7	
Kinta District :		
Chumor	21	
Gunong Panjong	15	
Batu Dua	22	Opened in November
Dusun Bertam	12	
Kinta Kellas	53	
Kinta Valley	29	
Klabang	72	Aided
Old Kellas	19	
Pinji	4	
Strathisla	13	Opened in November
Teja	20	
Batang Padang District :		
Banopdane	9	
Bedrock	13	
Bidor	10	
Bikam	20	
Bruseh	25	
Clumy	20	

APPENDIX O—(cont.)

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1923—(cont.)

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
PERAK—(cont.)		
Batang Padang District—(cont.)		
Digwarrah... ..	5	
Goodheart... ..	10	
Gedong (Perak)	7	
Jang Landor	15	
Katoyang	15	
Leonardo	15	
Narborough	10	
Sungei Sungkai	26	
Sungei Kruit	13	
Tapah	12	
Trolak	21	
Lower Perak District :		
Bagan Datoh	18	
Bagan Pasir (2 schools)	69	
Batak Rabbit	14	Opened towards the end of year
Bernam (2 schools)	61	
Blenheim	20	
Cecily (Gloucester Division)	21	Opened late in year "
Flemington	10	
Jenderata (2 schools)	96	
Kuala Perak	47	
Nova Scotiu (2 schools)	41	
Rubana	20	
Sabrang	19	Aided
Upper Perak District :		
Khota Tampan	27	
Sitiawan District :		
Consolidated (Sitiawan)	12	
Harcroft	17	
New Columbia	34	"
Suffolk	32	"
Sungei Wangi	10	
Walbrook	37	"
SELANGOR—		
Kuala Lumpur District :		
Batu	18.75	Aided
Bukit Jalil	23	
Bukit Kiara	15	
Bukit Hitam	20	
Bungsur	26	
Bujong	15	
Castlefield... ..	26	"
Effingham	18	
Elmina	15	
Houk Kong... ..	13	
Kent	31	"
Kepong	16	
Petaling	63	"
Seaport	74	"

APPENDIX O—(cont.)

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1923—(cont.)

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
SELANGOR—(cont.)		
Kuala Lumpur District—(cont.)		
Subang	28	
Wardieburn	24	Aided
Ulu Langat District :		
Balau	24	Aided
Broome	12	"
Dunedin	5	
Kendang	18	"
Madingley... ..	12	
Semenyih	22	
Sydney	17	
West Country	27	
Ulu Selangor District :		
Bristol	89	Aided
Bukit Rawang	12	"
Batang Kali	15	"
Changkat Asa	52	"
Escot	22	"
Kuala Garing	22	"
Strathairlie	24	
Serendah	45	
Sungei Merbau	14	"
Sungei Choh	32	
Sungei Gantry	31	"
Sungei Dua	19	
Wat Yat	11	"
Klang District :		
Avoncliff	22	
Brown Comet	11	
Bukit Rajah West	43	
Emerald	19	
Harpendan	35	
Highland	55	
Jugra Land and Carey Ltd. I	38	
Jugra Land and Carey Ltd. II	42	
Jugra Land and Carey Ltd. IV	28	
Jugra Land and Carey Ltd. V	44	
Jugra Land and Carey Ltd. VI East	27	
Jugra Land and Carey Ltd. VI Central	30	
Jugra Land and Carey Ltd. VII	51	
Midlands A West	29	
Midlands B East	27	
Merton	39	
North Hummock	73	
Pendamaran	29	
Sungei Kapar	38	
Sungei Puloh	72	
Shelford	32	
Seafield I	26	
Seafield II	21	
Teluk	15	
Vallambrosa	57	

APPENDIX O—(cont.)

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1923—(cont.)

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
SELANGOR—(cont.)		
Kuala Selangor District:		
Athlone	33	
Bukit Blimbing	31	
Braunston	33	
Bukit Ijok	53	
Bukit Jenda	22	
Bukit Cheraka	20	
Bukit Cloh	46	
Bukit Panjong A	29	
Bukit Panjong B	29	
Brafferton	28	
Bukit Kraiong	46	
Carnarvon	38	
Goleonda	26	
Haytor	22	
Holmwood	44	
Jalan Acob	47	
Jalan Acob Newbury	34	
Jeran	27	
Kampong Kuantan	25	
Kampong Bahru	18	
Kenny	66	
Monmouth	29	
Badang Gajah	41	
River Side	80	
Rajah Musa	43	
Rantau Panjong	29	
Sapintas	38	
Sungei Selangor	18	
Sungei Tinggi I	35	
Sungei Tinggi II... ..	26	
St. Andrew	29	
Sungei Rambai I	73	
Sungei Rambai II	48	
Sungei Rambai III	33	
Sungei Buloh	46	
Sungei Serdang	20	
Torkington	91	
Teluk Piah	23	
Kuala Langat District:		
Banting	48	
Brookland A	92	
Brookland B	74	
Changkat	23	
Dusan Durian	38	
Kanchong	17	
Klanang Banting... ..	20	
Klanong Middle	28	
Klanong Morib	23	
Permatang	34	
Tongkah	29	
Tum Buk	24	
Teluk Merbau I	56	
Teluk Merbau II	29	
Teluk Merbau III	41	
Teluk Merbau IV	38	
Teluk Merbau V	11	

APPENDIX O—(cont.)

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1923—(cont.)

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
NEGRI SEMBILAN—		
Atherton	10	Aided
Ayer Tekah	10	
Beruntong	22	"
Bradwall	16	"
Bukit Bertam	9	"
Gan Kee	16	"
Kombok	28	"
Kubang	14	"
Labu	16	"
Leigh	16	"
Linggi	29	"
Linum	26	"
Lubok China	30	"
New Labu	33	"
Regent (Darat)	4	"
Regent (Tenggara)	23	"
Sagga	26	"
St. Leonards	7	"
Sendayan	25	"
Sengkang (Home)	13	"
Sengkang (Pasir Panjang)	14	"
Shanghai Seremban	12	"
Siliau	21	"
Sua Betong	31	"
Sungei Salak	10	"
Sungei Ujong	18	"
Tampin Linggi	9	"
Terentang	22	"
Third Mile	17	"
Ulu Sawah	40	"
PAHANG—		
Pahang Rubber Co.	12	Opened only during the first six months of the year.
Sungei Bilut	9	Started in May.

APPENDIX P.

Return of Admissions, Discharges, Deaths, etc., of Indians in
Government Hospitals in 1923.

Name of Hospital.	Number at beginning of year.	Admissions.	Discharges.	Deaths.	Percentage of deaths on admissions including number at the beginning of year.
Perak—					
Bagan Serai Hospital	29	1,362	1,256	100	7.19
Bagan Datoh " " " "	...	...	...	...	Closed
Central Mental " " " "	315	196	107	80	5.87
Central Prison " " " "	1	50	49	2	3.92
Criminal Vagrant Ward Hospital	2	67	54	5	7.25
District Hospital, Larut	98	2,494	2,289	154	5.94
" Ipoh	116	3,958	3,743	193	4.73
" Kuala Kangsar	55	1,849	1,748	95	4.98
" Gopeng	4	133	134	3	Closed in June
" Selama ... ..	...	...	...	...	Closed
" Kampar	25	942	880	42	4.34
" Batu Gajah	103	2,549	2,452	109	4.11
Gaol Hospital, Batu Gajah ... ..	...	34	26	...	...
General Hospital, Taiping	37	1,622	894	99	5.97
Grik Hospital	1	126	105	6	4.72
Klian Intan Hospital	4	186	178	7	3.68
Malay Hospital, Kuala Kangsar	7	117	117	3	2.42
Parit Buntar Hospital	48	1,446	1,356	84	5.62
Sitiawan " " " "	6	779	706	56	7.13
Sungkai " " " "	42	1,087	877	77	6.82
Tanjong Malim " " " "	28	1,177	1,120	54	4.48
Tapah " " " "	61	1,124	1,092	66	5.56
Teluk Anson " " " "	116	2,564	2,421	177	6.60
Women's Hospital	38	621	578	46	6.98
Total, Perak Hospitals ...	1,136	24,486	22,185	1,408	5.50
Selangor—					
General Hospital, Kuala Lumpur	1,727	3,878	3,593	253	4.51
Gaol Hospital " " " "	23	71	72	2	2.09
Lunatic Asylum " " " "	152	55	...	1	0.48
Leper Hospital " " " "	514	15	11	3	0.56
Vagrant Ward " " " "	227	124	157	15	4.28
District Hospital " " " "	2,156	3,508	3,245	326	5.72
" " Kajang	657	1,719	1,682	125	5.24
" " Kuala Kubu and Rawang	254	768	695	66	6.45
" " Serendah	175	410	378	36	6.15
" " Klang	1,495	3,357	3,136	256	5.28
" " Kuala Selangor	284	622	604	41	4.52
Total, Selangor Hospitals ...	7,676	14,527	13,573	1,124	5.06
Negri Sembilan—					
Seremban District Hospital	145	2,388	2,211	236	3.40
Coast District Hospital	20	698	633	53	8.08
Tampin " " " "	31	998	928	68	6.61
Kuala Pilah " " " "	31	1,056	987	69	6.35
" " Women's Hospital	12	472	452	22	4.55
Jejebu District Hospital	23	370	367	16	4.07
Mantin " " " "	15	348	346	16	4.41
Gaol Hospital (Seremban) ... ..	...	72	69	1	1.39
Gemas District Hospital	3	213	200	8	3.70
Total, Negri Sembilan Hospitals ...	280	6,615	6,193	494	7.16
Pahang—					
Pekan Hospital	7	25	24	1	3.12
Kuantan " " " "	132	338	319	13	2.76
Bentong " " " "	88	284	259	28	7.52
Raub " " " "	324	762	700	54	4.97
Kuala Lipis Hospital	278	817	743	56	5.11
Total, Pahang Hospitals ...	829	2,226	2,045	152	4.97
GRAND TOTAL, F.M.S. ...	9,921	47,854	43,996	3,178	6.63

FEDERATED MALAY STATES.

REPORT ON THE WORKING OF THE LABOUR DEPARTMENT FOR THE YEAR 1922.

INDIAN IMMIGRATION.

The total number of immigrants that arrived from Southern India at Penang (Straits Settlements), the port of disembarkation for Perak and the first port of call for all immigrants for the Federated Malay States, was 58,674 in 1922 as against 45,673 in 1921, showing an increase of 13,001.

Details of the arrivals, month by month, are given in appendix A.

2. The immigrants were of the following classes :

Assisted immigrants (free labourers imported at the expense of the Immigration Fund for work on estates, mines and elsewhere)	38,336
Other immigrants (traders, labourers and others who paid their own passages)	20,338
Total	58,674

The assisted immigrants include 3,262 children under ten years of age and the other immigrants include 1,731 children, a total of 4,993 children as compared with 3,614 in 1921.

Of the "other immigrants" 12,630, or rather more than 62 per cent., were of the labouring classes, the remaining 7,708 being traders and others.

A statement showing the destination of assisted immigrants is given in appendix B.

No definite information is available as to the destination of "other immigrants," but it is estimated that about one-third of such immigrants proceeded to the Federated Malay States. It will be seen, therefore, that, of the total number of immigrants arriving in Penang, the following proceeded to various parts of the Federated Malay States :

Assisted immigrants	26,181
Other immigrants (estimated)	6,200

a total of 32,400 as compared with an estimated total of 20,500 in 1921.

All immigrants for the States of Perak, Kedah and Perlis and the Settlement of Penang were landed at Penang; those for the States of Selangor, Negri Sembilan and Pahang, the Northern part of the State of Johore and the Settlement of Malacca were landed at Port Swettenham, while those for Southern Johore, the Settlement of Singapore and the State of Kelantan were landed at Singapore.

3. The number of deck passengers from Penang to Southern India in 1922 was 45,733 (43,420 adults and 2,313 minors) as against 61,551 (57,912 adults and 3,639 minors) in 1921. Particulars will be found in appendix C. It is estimated that about 26,000 of these came from the Federated Malay States, giving an estimated excess for the Federated Malay States of arrivals over departures of about 6,400 as compared with an excess of departures over arrivals of about 16,600 in 1921.

4. The weekly service from Southern India under contract with the British India Steam Navigation Company, Limited, was maintained till the end of July when at the request of the Company owing to the falling off in the number of deck passengers a fortnightly service was substituted. At the same time the number of tickets which the Government guaranteed to take was proportionately reduced. Forty-two immigrant ships arrived during the year, compared with 52 in 1921.

5. The average number of deck passengers brought each trip from India to Penang was 1,397 as compared with 878 in 1921; the average number returning was 1,089 as compared with 1,113 in 1921.

6. The numbers of assisted passages taken during 1922 and the four preceding years for labourers and their families emigrating from Southern India and paid for from the Immigration Fund were :

1922	...	...	...	...	...	...	...	...	36,705
1921	...	...	...	...	...	...	...	...	14,999
1920	...	...	...	...	...	...	...	...	74,684
1919	...	...	...	...	...	...	...	...	83,465
1918	...	...	...	...	...	...	...	...	52,638

Children under ten years of age are carried at half rates.

QUARANTINE.

7. All labourers bound for Perak were landed at Penang and sent to the Quarantine Station at Pulau Jerejak. All passengers, assisted and otherwise, booked for Port Swettenham were carried on to that port, while the assisted passengers were detained at both Stations for observation. All labourers were treated for anklostomiasis while undergoing quarantine.

8. Out of 42 steamers that arrived at Penang during 1922 bringing assisted immigrants, five were declared infected with smallpox.

The total number of Indian immigrants (including minors) sent to the Station was 12,324.

The number of deaths was 24 due to the following causes :

Dysentery	...	...	...	...	...	...	...	...	4
Influenza	...	...	...	...	...	...	...	...	14
Malaria	...	...	...	...	...	...	...	...	1
Other causes	...	...	...	...	...	...	...	...	5
									—
								Total	24
									—

The proportion of deaths to population at the Station for the previous four years was :

	Population.	Deaths.
1921	7,842	5
1920	35,191	170
1919	38,563	414
1918	25,564	167

There were 13 deaths amongst "other immigrants" during 1922. The normal period of detention at the Station is one week.

9. The Quarantine Camp at Port Swettenham was in charge of the Medical Department throughout the year. The number of immigrants quarantined at the Camp was 27,608. There were 67 deaths at the Camp, the cause being influenza in 48 cases, measles in six cases and smallpox in one case.

RECRUITING IN SOUTHERN INDIA.

10. The great majority of labourers were recruited by licensed kangannies. During the year under review 3,832 licences (for the Federated Malay States, Straits Settlements, Johore, Kelantan, Kedah and Perlis) were issued as compared with 1,555 in 1921.

Registration of 48 licences was refused in Penang, while 250 were cancelled after issue on the advice of the officers of the department in India.

11. Government departments sent over 31 kangannies, the number of labourers recruited by them being 374, or an average of 12.06 on each licence. In the previous year 15 Government kangannies recruited 285 labourers—an average of 19. In addition the Government Plantations recruited 100 labourers on six licences, an average of 16.6 per licence.

12. The following table gives the distribution of licences and the results obtained :

	Number of licences issued in 1922.	Number of labourers recruited in 1922.	Average number recruited per licence in 1922.	Average number recruited per licence in 1921.
Federated Malay States	2,713	23,017	8.48	7.92
Straits Settlements	336	2,645	7.87	8.47
Unfederated States :				
Kedah	213	1,721	8.08	8.49
Johore	337	2,534	7.52	9.19
Kelantan	33	575	17.42	5.25
Total	3,632	30,492	8.40	8.14

The number of adult labourers recruited by licensed kanganyes for the Federated Malay States during 1921 was 8,012.

13. Independent labourers to the number of 4,488, who emigrated on their own account, were provided with free tickets. Of this number 2,969 proceeded to the Federated Malay States, 842 remained in the Colony, 105 went to Malacca, 106 to Johore and 466 to Kedah. The figures for 1921 and 1920 were 1,935 and 8,625 respectively.

14. Of the total number (38,336) of assisted passengers for all destinations 11 redeemed their obligation to labour; while 66 at Penang and 79 at Port Swettenham absconded from the Quarantine Station.

15. The proportion of males and females over 10 years of age amongst assisted immigrants during the last five years was as follows :

	Males.	Females.	Percentage of females.
1918	38,013	11,681	23.50
1919	62,006	16,904	21.42
1920	56,296	14,218	20.16
1921	12,211	2,375	16.28
1922	28,273	6,801	19.39

16. The numbers of adult assisted passengers shipped from Negapatam and Madras during 1922 and the preceding four years were as follows :

	Negapatam.	Madras.
1922	22,796	12,278
1921	10,281	4,302
1920	36,736	33,778
1919	58,877	20,033
1918	29,171	20,523

LABOUR ON ESTATES.

17. All the Indian labour employed throughout the Federated Malay States is free. Labourers are landed free of debt and are at liberty to leave their employment at any time upon giving a month's notice. Further, no Indian immigrant can enter into any written contract to serve as a labourer.

18. The number of local engagements of Indian labourers registered during the year, under section 66 of the Labour Code, was 14,842, a fee of one dollar being collected for each labourer registered. These fees are credited to the Indian Immigration Fund. The prosecution of an employer for breach of this section cannot be undertaken except "on the complaint of any other employer." The return rendered by employers, including Government departments, under section 113 of the Labour Code, show that 49,261 Indian labourers were engaged locally, an excess of 34,419 over the number registered.

19. Returns of labourers under section 113 of the Labour Code were received from 1,052 estates in 1922 in the Federated Malay States (appendices D, E, F and G) as compared with 1,001 in 1921, 1,104 in 1920, 1,086 in 1919 and 992 in 1918, the number of labourers employed at the end of each of the last five years being given as follows :

—	1918.	1919.	1920.	1921.	1922.		
					Males.	Females.	Total.
Indian (of the Madras Presidency)	139,480	160,658	160,966	121,644	93,758	36,432	130,190
Chinese	46,372	61,089	40,866	25,712	25,382	2,447	27,829
Javanese	8,249	7,861	8,918	5,732	3,790	1,132	4,922
Japanese... ..	42	34	30	...	...	...	...
Others	7,821	7,492	5,808	3,253	3,573	745	4,318
Total	201,964	237,134	216,588	156,341	126,503	40,756	167,259

20. The number of Indian labourers reported as having left estates without notice during the year amounted to 36,992 as compared with 42,164 in 1921.

21. The death-rate among Indian labourers on estates in the Federated Malay States appears from the quarterly returns to have been 17.71 per mille on an average population of 123,849 as compared with 19.68 in 1921, 24.06 in 1920, 18.65 in 1919 and 53.08 in 1918 (the influenza year).

22. Among Indians employed by Government departments, the death-rate was 10.89 per mille on an average population of 18,824. Statistics of such labour will be found in appendix H.

23. There were 464 visits of inspection made by officers of the department to various places of employment, and Government and estate hospitals.

24. Eight hundred and seventy-five complaints were registered in the various Labour Offices, about half of which were from estate labourers and the rest from non-estate labourers.

All the complaints were settled departmentally except 12 in which action was taken in Court : eight of these were civil suits taken by the department on behalf of labourers for the recovery of wages.

25. There were six convictions of employers or their agents for offences against the labour laws :

Failure to carry out an order	1
Assault by conductor	1
Wrongful restraint	2
Non-compliance with summons	1
Non-payment of wages	1

26. There were two disturbances amongst labourers during the year, both in Perak. A band of Telugu coolies on Arcadia Estate took exception to the appointment of a certain Telugu conductor and a serious riot ensued. The ring leaders were sentenced to 12 months' imprisonment.

Some of the coolies on Hendra Estate, Sungkai, assaulted the manager after a dispute regarding wages. The ring leaders were sentenced to two months and six weeks' imprisonment respectively.

27. Fifteen orders under Part VIII of the Labour Code were issued by the Acting Controller of Labour.

LABOURERS EMPLOYED BY GOVERNMENT DEPARTMENTS.

28. Returns received under section 113 of the Labour Code from Government departments (appendix H) show the following numbers of labourers employed at the end of each of the last five years :

	1918.	1919.	1920.	1921.	1922.
Indians	18,014	19,721	23,217	20,869	18,497
Chinese	1,512	1,871	4,130	2,260	1,173
Javanese	156	109	134	157	134
Others	2,190	1,980	2,315	2,089	2,094
Total	21,872	26,681	29,796	25,375	21,898

INDIAN LANGUAGES.

29. Mr. H. G. R. Leonard, Federal Examiner, held Tamil examinations in January and July under the scheme instituted by the Incorporated Society of Planters.

Thirteen candidates appeared for the Higher Standard (Oral only), and twelve passed : two also passed the written examination.

One hundred presented themselves for the Elementary Standard, eighty-two passing, twenty with distinction, while eighteen failed.

If the scheme continues to receive the support it has met with hitherto, it should prove a valuable aid in raising the standard of knowledge of the Indian vernaculars among employers of labour.

WAGES.

30. The downward tendency due to the trade depression which was noted last year was arrested and the general level of wages of Indians throughout the country appears to have been on the whole slightly higher than in 1921.

Except in the Coast districts of Selangor where wages ruled from 27 to 35 cents for men and 22 cents to 30 cents for women and in Negri Sembilan where for field work men were paid 35 cents, the prevailing rates for Indian labourers were 40 cents for men and 30 cents for women.

31. There was a tendency to greater uniformity of wages of labourers of all races. In Pahang the average wages of Indian labourers on 10 estates worked out at 47 cents. In Temerloh district in the same State it is reported that wages of Chinese labourers varied from 40 cents to \$1.00 a day. The wages of Javanese and Malays in Negri Sembilan varied from 40 cents to 45 cents a day.

TODDY-SHOPS.

32. In Selangor, with a view to establishing a better control over the drink traffic, the experiment was tried by the Department of Trade and Customs of opening Government toddy-shops. Five such shops were opened in Kuala Lumpur from October. The result has been a large decrease in the amount of illicit traffic reported last year and a much better controlled industry.

In the Klang and Kuala Selangor districts no shops were licensed for the sale of toddy.

In the latter district a certain amount of trouble was reported from drunkenness due to illicit toddy selling.

There was on the whole very little trouble and very little drunkenness.

BIRTHS AND DEATHS.

33. The total number of births and deaths among Indians in the Federated Malay States during the year as recorded by the Registrar of Births and Deaths were 6,931 and 9,741 respectively.

These figures show decreases of 654 births and 1,764 deaths as compared with the numbers recorded in the preceding year.

A return of deaths by suicide of Indians is attached (appendix I). This return was first compiled in 1915; the number of suicides of Indians each year beginning with 1915 has been 17, 29, 30, 19, 18, 14, 24, and 31 in the year under review.

HEALTH ON ESTATES.

34. According to the returns received by the Senior Health Officer, there were 2,240 deaths among 125,569 Indian estate labourers during the year, giving a death-rate of 17.84 per mille.

35. The following figures are compiled from returns furnished to this department by all the employers of Indian labourers in the Federated Malay States :

Year.	Average number of Indian estate labourers.	Number of deaths amongst Indian estate labourers.
1916	144,719	7,786
1919	147,229	2,747
1920	162,535	3,910
1921	133,762	2,632
1922	123,849	2,194

The general death-rate per mille for all races throughout the Federated Malay States, was 25.74 as against 29.18 in 1921.

36. The number of hospitals maintained by estates was 165, of which many were group-hospitals each serving several estates: of these hospitals, 14 were in charge of resident medical practitioners, while many others were in charge of medical practitioners who visited frequently but did not reside on the estate.

In these cases resident dressers were in charge under the supervision of visiting medical practitioners.

SAVINGS.

37. The amount standing to the credit of Indians in the Post Office Savings Bank on the 31st December, 1922, is given in the following statement supplied by the Director of Posts and Telegraphs:

	Number.	Amount.
Merchants	206	\$ 15,026
Clerks	1,807	141,809
Labourers	2,269	108,216
Others	3,337	311,130
Total	7,619	\$576,182

Average per depositor:

1917	\$ 75
1918	87
1919	102
1920	104
1921	75
1922	76

The classification of the depositors into clerks, labourers, etc., can only be regarded as rough. The total amount of deposit has increased by \$90,972 since the end of 1921, while the number of depositors has increased by 1,188. The number of depositors of the labouring class has increased from 1,886 to 2,269 during the same period; and the amount to their credit by \$22,590.

38. The number of money orders issued by the Posts and Telegraphs Department for payment in India in 1922 and the amounts so remitted are shown below:

Madras Presidency	Labourers	18,938	Rs. 1,525,043
	Non-labourers	19,230	1,213,994
		38,168	Rs. 2,739,037
Rest of India		9,768	936,382
Total	47,936	Rs. 3,675,419	

The total remittances to India for the preceding three years were as follows:

Year.	Number of remittances.	Amount remitted.
1919	48,226	Rs. 4,140,158
1920	34,872	2,235,283
1921	54,325	5,076,492

The amount remitted to Madras in 1922 by 18,938 labourers averaged Rs. 80 a head as compared with over Rs. 100 per head in 1921. The majority of labourers of course carry their savings on their persons when returning to India either in cash or in the form of jewellery.

EDUCATION.

39. There are stated to be 133 estates on which schools are maintained. Appendix J gives a list of such estates. Grants-in-aid amounting to \$24,953 were earned.

REPATRIATION.

40. During 1922, 1,224 adult and 181 minor decrepit and destitute Indians were repatriated through the Labour Offices. Of these:

Adults.	Minors.	
794	131	were from the Federated Malay States
270	18	„ Straits Settlements
96	19	„ Kedah
57	13	„ Johore
7	—	„ Kelantan
Total	1,224	181

Those from the Federated Malay States were made up as follows :

	Adults.	Minors.
Sent at the expense of estates	106	30
" " Indian Immigration Fund	355	91
Taken free by the generosity of the British India Steam Navigation Company	333	10
Total	794	131

Of the 355 adults and 91 minors repatriated at the expense of the Indian Immigration Fund, 297 adults and 132 minors had been inmates of the Home for Decrepit Indians, Kuala Lumpur, an institution maintained by the Immigration Committee. A sum of \$30,557.05 was expended on repatriation from the Fund.

INDIAN IMMIGRATION FUND.

41. At the end of the year the Indian Immigration Committee consisted of the following members :

The Acting Controller of Labour, Straits Settlements and Federated Malay States, Chairman;	
The Principal Medical Officer, Federated Malay States;	
The Director of Public Works, Federated Malay States;	
Hon'ble Mr. J. Mitchell;	Mr. J. W. Kennedy;
Hon'ble Mr. P. K. Nambyar;	Mr. H. d'E. Darby;
Mr. T. J. Cumming;	Mr. V. A. Tayler;
Mr. T. H. Menzies;	

with the Deputy Controller of Labour, Penang, as Secretary.

42. The assessment rate was 50 cents for each quarter, per unit of 78 days' work. The reduction of the assessment rate to 50 cents was a temporary measure on account of the trade depression.

The rate has since been raised to \$1.50 and will probably have to be still further increased before a stable balance is reached between receipts and expenditure.

43. The income collected by the Committee during 1922 was \$535,472, the cash balance including fixed deposits and investments at the end of the year being \$2,080,747.

The chief heads of expenditure were as follows :

Passages from India	\$425,698
Recruiting allowances	382,214
Quarantine expenses	120,389
Train, depôt and embarkation charges in India	116,507
Train and other fares to places of employment	33,817

Quarantine expenses averaged \$4.23 a head for Penang and \$3.11 for Port Swettenham.

44. The recruiting allowance paid to employers for each labourer recruited by a kangany and brought to the Federated Malay States was fixed at \$20 for each of the first three quarters and \$10 for the fourth quarter.

45. The number of contributors to the Indian Immigration Fund was 1,924 on the 31st December, 1922, as against 1,845 on the 31st December, 1921. The Government and Railway Departments contributing to the Fund numbered 176 in 1922 as against 164 in 1921.

HOME FOR DECREPIT INDIANS.

46. There were 1,635 admissions to the Home for Decrepit Indians during the year, the number of inmates on the 1st January, 1922, being 142. In the course of the year 453 inmates were repatriated, 381 were discharged as fit, 502 were transferred to the District and General Hospitals, 238 absconded. There were 203 patients remaining at the close of the year. The total expenditure for the year on account of the Home, which is entirely supported by the Immigration Fund, amounted to \$11,612.

CHINESE LABOUR.

47. Officers of the Chinese Protectorate are appointed Deputy or Assistant Controllers of Labour to deal with questions of Chinese Labour.

48. Three hundred and ten cases were enquired into, involving claims amounting to \$106,664 and affecting the interests of 3,436 employees, in the States of Perak, Selangor and Negri Sembilan.

49. The Assistant Controller of Labour (Chinese), Kuala Lumpur, made a tour of inspection in Pahang in September, visiting the timber camps on the Rompin and Endau Rivers. Generally the interests of Chinese labourers in Pahang have been looked after by the District Officers and they have, as usual, been good enough to furnish most useful reports on the conditions in their districts. These reports show that the general level of wages was very low as compared with the previous standard of Chinese wages, that there was a slight decrease in the numbers employed but little or no unrest or movement of labour.

50. The General Labour Committee which was formed by the Planters' Association of Malaya in 1920 issued a Report of a Special Committee on Chinese Labour in June. The report contained an exhaustive account of the efforts made from the year 1910 onwards to place the recruitment of Chinese labour on a more satisfactory footing. It recommended the formation of a General Labour Board for the Malay Peninsula to regulate and control the recruiting of all classes of immigrant labour, i.e., Indian and Javanese as well as Chinese. While this recommendation was not accepted, the Governments concerned agreed to the formation of an Advisory Committee to consider the question of the importation of Chinese labour, its scope to be limited to the States of Negri Sembilan and Johore and the Settlement of Malacca. It was from the two States and Settlement named that the demand for a scheme to control Chinese Labour Immigration had mainly come and it was felt that while there was little likelihood of reaching any agreement upon a scheme over a more extended area there was at least a chance that a limited scheme might succeed. The composition of the Committee is to be as follows :

Controller of Labour (Chairman),
Secretary for Chinese Affairs, Straits Settlements,
Secretary to the High Commissioner,
Chairman, Planters' Association of Malaya,

one member each nominated by the Planters' Associations of Negri Sembilan, Johore and Malacca, with the Deputy Controller of Labour (Protector of Chinese), Johore, as Secretary.

51. Statistics showing the number of Chinese employed on estates will be found in appendices D, E, F and G. The total number on the 31st December, 1922, was 27,829 as compared with 25,712 on the last day of the preceding year.

NETHERLANDS INDIAN LABOUR.

52. The total number of Netherlands Indian labourers on estates in the Federated Malay States on the 31st December, 1922, was 4,922—a decrease of 800 from the preceding year. This class of labour is recruited mainly for the Lower Perak district in Perak, and Kuala Lipis and Kuantan districts in Pahang.

53. The labourers fall into four classes : (a) indentured labourers under contracts of service made under "The Netherlands Indian Labourers' Protection Enactment, 1909," usually signed in Java and binding for 900 days' work; (b) labourers under contracts made locally under section 75 of the Labour Code, usually for a period of 300 working days; (c) labourers on verbal monthly agreements; (d) labourers working under contractors.

54. The number of contracts of service registered during the year was 100 (40 men and 60 women) as compared with 67 in 1921. All of these labourers went to Kuala Lipis district of Pahang.

The cost of obtaining this class of labour during the year was \$92.50 a head at Singapore as against \$141, including victualling, commission, etc., in the first quarter of the preceding year.

55. A list of permits to recruit outstanding on the 31st December, 1922, is given in appendix K. Two permits to recruit 130 labourers were granted in the course of the year.

56. The number of estates employing labourers on contracts of service was 13 on the 31st December, 1922, the number of labourers being 1,208, as compared with 13 estates employing 1,903 labourers on the 31st December, 1921.

Appendix L. gives certain statistics of labourers on contracts of service and local contracts. The figures are compiled from returns furnished by employers.

Appendix M shows the hospital accommodation on estates.

57. The number of local contracts registered during the year was 909 as compared with 726 in 1921. Of this number, 248 were entered into in Perak and the remaining 661 in Pahang.

58. The class of "labourers on monthly agreements" is of no great importance. There are few estates which depend to any great extent upon such labour, but small gangs of Netherlands Indians supplement the regular labour force on many estates.

59. Statistics regarding the number of Javanese employed on estates will be found in appendices D, E, F and G.

LEGISLATION.

60. Enactment No. 18/1922 was passed to amend the Labour Code by removing the punishment of imprisonment for offences by labourers on arrival before proceeding to their place of employment. Imprisonment for other labour offences had already been abolished by Enactment No. 24 of 1921.

61. In the course of negotiations in connection with the application of the new Indian Emigration Act to Malaya, various amendments of the Labour Code were suggested by the Government of India to which the Government of the Federated Malay States readily agreed. Owing to the extent to which the Code had already been modified and to the importance of some of the new amendments it was felt that a complete revision was now called for and Mr. G. A. Smith was attached to the department for this purpose on December 13th.

The principal changes that are being introduced in compliance with the wishes of the Government of India are :

- (1) The abolition of fines for labour offences—Imprisonment having already been abolished the contract between employer and labourer becomes a purely civil one, except in the case of subsisting contracts of Javanese labourers and certain constructive contracts of Chinese labourers on mines.
- (2) The power to compel employers to provide schools for labourers' children.
- (3) The provision for payment of maternity allowances to female labourers.
- (4) The introduction of the principle of a standard wage in the case of Indian labourers.

STAFF.

62. Mr. W. Peel acted as Controller of Labour until 27th April, when he was transferred as Acting British Adviser, Kedah. He was confirmed in the substantive appointment of Controller from 4th February.

Mr. E. W. F. Gilman acted as Controller of Labour from 16th June. In the interval Mr. H. R. Joynt was appointed to act as Controller in addition to his duties as Deputy Controller of Labour, Penang.

63. In Penang, Mr. H. R. Joynt acted as Deputy Controller of Labour till 9th December, when he was succeeded by Mr. A. H. do R. Fonseca. Mr. R. Boyd officiated as First Assistant Controller of Labour throughout the year. Captain E. A. Ross, m.c., acted as Second Assistant Controller of Labour till 24th July, when he proceeded to Seremban. Mr. A. Heywood Waddington acted as Second Assistant Controller of Labour from his return from India on 3rd August till the end of the year.

Mr. B. G. Bradley was attached to the Office till he proceeded to India on 8th August.

The staff of the Penang Office suffered a very great loss in the death of Mr. V. V. Peters, the Extra Assistant Controller of Labour, who went on leave on 16th September, and died at sea before reaching Madras on 20th September. Mr. A. Veerappa Pillay acted in the appointment to the end of the year.

64. In Kuala Lumpur, Captain N. Jones, m.c., acted as Assistant Controller of Labour, until 24th July, when the Assistant Controller of Labour, Kuala Lumpur, was, on reorganisation of the department replaced by a Deputy Controller of Labour in charge of the "Southern Circle" in which are comprised the States of Selangor, Negri Sembilan, and Pahang, and the Settlement of Malacca. Mr. J. A. Hunter was appointed to officiate as Deputy Controller of Labour.

Mr. V. V. Krishnier was Extra Assistant Controller of Labour, Kuala Lumpur, until 31st July, 1922, when he proceeded on three months' leave prior to retirement. Mr. R. Gopal Ayer acted in the appointment for the remainder of the year.

In Klang, Mr. J. M. Barron officiated as Deputy Controller of Labour until the 17th of October, 1922. Mr. H. T. W. Oswell acted as Assistant Controller of Labour during the whole year and on Mr. Barron's departure assumed charge of the sub-office.

In Seremban, Mr. J. A. Hunter officiated as Deputy Controller of Labour until 25th July, when the appointment was made that of Assistant Controller of Labour and Mr. Hunter was relieved by Captain E. A. Ross, m.c.

65. In India, Dr. E. C. Foston acted as Superintendent of the Emigration Depôt, Negapatam, throughout the year. Dr. J. C. C. Ford performed the duties of Emigration Agent, Madras, till 30th September, when he went on three months' leave prior to retirement. For the past eleven years he has rendered most valuable service as Emigration Agent, Madras, and Superintendent of the Depôt, Negapatam, and his place as with that of Dr. Foston, who retires from the 28th February, 1923, will be hard to fill. He was succeeded by Mr. C. Wilson, who is to be the Emigration Commissioner for Malaya under the new Indian Emigration Act.

66. In Perak, Mr. A. M. Goodman was the Deputy Controller of Labour (Chinese) for the whole year.

Mr. N. A. Worley was Assistant Controller of Labour (Chinese) until 11th June, when he was succeeded by Mr. J. A. Black.

In Selangor, Mr. D. Richards was Deputy Controller of Labour (Chinese) until 3rd February, when he was relieved by Mr. T. W. H. Kingston until his return from leave on 15th December, 1922. Mr. G. S. Hellings was Assistant Controller of Labour (Chinese) throughout the year.

In Negri Sembilan, Mr. A. B. Jordan was the Assistant Controller of Labour (Chinese) throughout the year.

67. The appointment of Assistant Superintendent of Netherlands Indian Immigrants remained vacant throughout the year. The Deputy and Assistant Controllers of Labour for Indians continued to pay attention in their rounds of inspection to the conditions of employment of Netherlands Indian labourers in their respective districts, and no irregularities requiring the attention of this department have been reported.

GENERAL.

68. As a result of the depletion of labour forces in the previous year there was in the first half of the year a distinct, though not serious, shortage of labour which tended to stimulate recruiting. By August a position of comparative stability had been reached, the supply being just about sufficient for the effective demand.

69. The restriction of Rubber Exports to 60 per cent. of standard production might have been expected to cause considerable difficulties with regard to labour. Actually the dislocation of labour caused by the introduction of this measure on 1st November was surprisingly small.

Such labour as was discharged was mainly Chinese and the simultaneous rise in the price of tin enabled the mining industry to absorb the surplus.

Unemployed Indian labourers were housed from October onwards in the Quarantine Camp at Port Swettenham and the Immigration Depôt in Penang and employment was found without much difficulty for such as were fit to work.

70. The event of the most far reaching importance to the labour position in this country was the passing on 5th March by the Government of India of a new Emigration Act.

For a quarter of a century emigration from India to Malaya had been free of all restrictions. The new Act did not, like the one it replaced, exempt Ceylon and Malaya, but its provisions were not to become applicable to these countries for one year after the passing of the Act, i.e., until March, 1923.

With the consent of the Government of India a Deputation was sent from Malaya to discuss with the Standing Committee for Emigration of the Indian Government the conditions of the application of the Act to this country.

The Deputation consisted of the Acting Controller of Labour (Mr. E. W. F. Gilman), Mr. T. J. Cumming (Chairman, Planters' Association of Malaya), and Mr. P. K. Nambyar of Penang, with Mr. C. Wilson as Secretary.

They reached Simla on 28th August, and left on 9th September.

The Deputation was able to satisfy the members of the Standing Committee that Malaya had of her own initiative built up a system of free emigration which had stood the test of time and that the Governments of Malaya had been working on the principles on which the Government of India now proposed to regulate such emigration.

They claimed that Malaya had shown the way in which it could be done successfully not only safeguarding the interests of the labourers but serving also the best interest of the employer.

The conditions and rules which have since been published have been so framed as to be readily adaptable to the existing system, and it is to be noted the essential features of the Malayan system have also been made applicable to Ceylon.

71. On his way back from Simla the Acting Controller of Labour stopped at Calcutta to negotiate with Messrs. Mackinnon Mackenzie & Co., the Managing Agents of the British India Steam Navigation Company, the terms of a new steamer contract to come into force from 12th February, 1923.

Owing to the general uncertainty both as to labour conditions in this country and as to the possible effect of the new Emigration Act it was thought desirable to limit the term of the contract to one year. The new agreement which has since been concluded provides for the continuance of the present fortnightly service, the basic passage rate for an adult labourer from Negapatam to Penang or Port Swettenham is reduced from Rs. 18.12.0 to Rs. 16 and the number of tickets guaranteed to be taken from 50,000 to 30,000.

72. Before returning to Malaya the Acting Controller of Labour inspected the offices and depôts of the department at Madras and Negapatam.

73. A copy of the statement made by the Acting Controller of Labour, Mr. E. W. F. Gilman, to the Standing Emigration Committee at Simla is annexed to this report.

APPENDICES.

The following appendices are attached to this report :

- A. Statement of arrivals from Madras and Negapatam in each month during 1922;
- B. Statement of arrivals from Madras and Negapatam during 1922, with their destinations;
- C. Statement of departures from Penang for Southern India in 1922;
- D. Statistics of labourers employed on estates in Perak in 1922;
- E. " " " " Selangor in 1922;
- F. " " " " Negri Sembilan in 1922;
- G. " " " " Pahang in 1922;
- H. " " " " by Government departments in 1922;
- I. Return of deaths by suicide of Indians in 1922;
- J. List of Tamil schools on estates at the end of 1922 (prepared by officers of the Labour Department);
- K. List of permits to recruit Netherlands Indian labourers in force on 31st December, 1922;
- L. Statistics of Netherlands Indian labourers on contract in the Federated Malay States for 1922;
- M. List of estates employing Netherlands Indian contract labourers, which provide hospital accommodation;
- N. Government hospital returns (supplied by the Medical Department).

E. W. F. GILMAN,
Acting Controller of Labour,
S.S. & F.M.S.

LABOUR OFFICE,
KUALA LUMPUR, 4th April, 1923.

ANNEX.

STATEMENT MADE BY MR. GILMAN OF THE MALAYA DEPUTATION TO THE STANDING COMMITTEE ON EMIGRATION OF THE GOVERNMENT OF INDIA, AT SIMLA, ON 31ST AUGUST, 1922.

(In reply to the President.) Yes, Sir, with your permission, I should like to make an introductory statement, as I think it will help to a mutual understanding. I do not wish to make a long speech and I will try to be as brief as I can, but there is a good deal of ground to cover.

I shall first have something to say about the status and personnel of this deputation and then a few words about the country we represent, British Malaya.

I then propose to give a brief historical survey of the relations that have subsisted between British India and Malaya for the past 50 years with a short account of the development of our so-called kangany system and the Immigration Fund and finally some description of our present arrangements for recruiting labour from South India.

First, with regard to this deputation, I would at the outset emphasise the fact that it is a Government deputation. We have been sent to represent to this Committee the views of the Governments of the Straits Settlements and Federated Malay States.

Owing to the absence of His Excellency the Viceroy I have been unable to present the formal letter of introduction which we bear from His Excellency the Officer Administering the Government of the Straits Settlements and High Commissioner for the Federated Malay States. But I can inform you that it states that the deputation consists of Mr. E. W. F. Gilman of the Malayan Civil Service (that is myself) Controller of Labour, Straits Settlements and Federated Malay States, accompanied by Mr. T. J. Cumming, Chairman of the Planters' Association of Malaya, and Mr. P. K. Nambyar, a member of the Municipal Council of Georgetown, Penang; that these gentlemen are all members of the Immigration Committee of the Straits Settlements and Federated Malay States and that Mr. C. Wilson, Malayan Civil Service, attends as Secretary to the deputation. Mr. Cumming's position as Chairman of the Planters' Association needs no further explanation.

Mr. Nambyar I should mention is, I believe, in a small way an estate owner; he is also a lawyer but he does not appear here in either of these capacities, but as a gentleman holding a public position in Malaya who has always taken a sympathetic interest in his poorer fellow-countrymen.

I have full authority to put forward the views of both the Governments of the Straits Settlements and Federated Malay States and these gentlemen are here to answer any question you may wish to put to them.

I wish to make it quite clear that I am charged to look after the interests of the country and not of the planting interest.

Malaya is in a different position to other colonies to which Indians emigrate.

Indians only come second and a long way second in importance of the immigrant races of Malaya. Apart from the indigenous Malay interest—which predominates in the Unfederated States—the preponderating influence hitherto throughout Malaya has been Chinese.

I think perhaps I can bring this home to you most forcibly by a reference to the general return attached to the Administration Report for the Federated Malay States for 1921 which gives details of revenue and expenditure, imports and exports, duty on tin and rubber, land revenue and railway receipts from the year 1889 to 1921.

I will pass this report round afterwards for the information of members, but will first quote some of the figures.

For 1920 the last normal year the revenue was \$72,277,146, of which duty on tin amounted to \$12,208,581. Duty on rubber to \$4,443,100. Land revenue and land sales \$4,004,095, railway receipts \$17,316,533. Last year the revenue fell to \$54,449,568, of which the tin duty furnished \$6,153,300 while the revenue from rubber had almost disappeared, being only \$164,169: \$1 at the present exchange is equivalent to Rs. 1-12-0.

The significance of these figures lies in the fact that the tin industry is largely in the hands of the Chinese who own a large proportion of the mines, while these are worked almost entirely by Chinese labour.

In the Straits Settlements, of which the most important part consists of the ports of Singapore and Penang, the agricultural interest is still less important.

From a planting point of view if conditions for the importation of Indian labour were found to be too onerous, it might be profitable to turn to Chinese labour. In Sumatra the whole Dutch tobacco industry has been worked up and to-day depends entirely on Chinese labour, the work being too heavy for the Javanese who are imported into Sumatra for rubber estates.

Similarly in the Federated Malay States the work in the rubber industry is not sufficiently heavy to necessitate the employment of Chinese and hitherto Tamils have been preferred. Work on a rubber estate, as you may know, is not hard work.

The Government, on the other hand, would naturally prefer to maintain and develop a connection with another portion of the Empire rather than have to rely for the labour we require entirely on a foreign State.

Again I only mention this point to make it clear to you that the interests of the Government and the planters are not necessarily identical.

I come now to the country we represent. British Malaya comprises three political groups :

- (1) The Crown Colony of the Straits Settlements which has the ordinary constitution of a Crown Colony.
- (2) The Federated Malay States of Perak, Selangor, Negri Sembilan and Pahang, a group of protected States in the Malay Peninsula which were formed into a federation in the year 1895.
- (3) The Unfederated States of Johore, Kedah, Perlis, Kelantan, Trengganu and Prunei in Borneo which have come at various times under British protection. There is in each of them a British Adviser with a few British officers. Their administrations are separate, but they have a common channel of communication with the Central Government through the Secretary to the High Commissioner.

The whole area of British Malaya is roughly 56,602 square miles, and the total population 3,358,054 persons, that is to say about 1-30th of the area 1-100th of the population of British India—

Of the total population the Straits Settlements claim ...	883,769
The Federated Malay States	1,324,890
and the Unfederated Malay States	1,149,395

As regards race, the population comprises—

Malays	1,651,051
Chinese	1,174,777
Indians	471,666
Others	60,560

The Indian population is 14 per cent. of the whole.

Tamils in British Malaya number 387,597 representing over 82 per cent. of the Indian population; all South Indians 444,773 or over 94 per cent. of the Indian population including Telegus 39,986 and Malayalis 17,190.

The Census for 1921 showed :

The total estate population 372,709 enumerated on 1,350 estates.

10·2 per cent. Malays	38,319
18·9 ,, Chinese	70,722
69·3 ,, Indians	258,315
1·6 ,, Others	5,323

Of Indians on estates 208,443 are Tamils and the sex proportion amongst these is male 1·8 to female 1; and all Indians (on estates) 1·9 to 1.

Further information is to be found in the Census Report for 1921, and the Chief Secretary's Administration Report, Federated Malay States, 1921, both of which are laid on the table.

So much for the deputation and what we represent.

You are no doubt familiar with the main features of the early connection between the Straits Settlements and India, an account of which is contained in the last appendix to the Marjoribanks and Marikair Report, but this account does not take you very much further than the year 1872 when emigration to the Straits Settlements first came under control. Up to the year 1867 the Settlements politically were part of British India, being included in the Bengal Presidency and apart from certain Acts of 1857 and 1859 regulating passenger traffic there was no sort of control over the flow of emigration from India to the Straits Settlements. The Emigration Act of 1864 which made emigration illegal except in accordance with the provisions of the Act did not of course apply but with the separation of the Settlements from British India in 1867 the Act

automatically applied to them. This fact passed unnoticed till 1870. After negotiations between the Governments concerned in the year 1872 certain conditions were laid down by the Government of India on which emigration to the Straits Settlements was allowed.

During the 25 years from 1872—1897 varying measures of control were exercised by the Government of India but the subject was a constant source of irritation on both sides and finally the Government of India decided to leave the whole matter in the hands of the Colonial Government.

For the past 25 years, since 1897, emigration from India to the Straits Settlements has been free of all restrictions as far as the Government of India has been concerned except for a short period during the war, when owing to the demands of the Imperial Government for labour battalions emigration was restricted to the number specified on licence and males between the ages of 18 and 25 were prohibited from emigrating. In the year 1897 and for some time after the actual volume of immigration was insignificant compared with what has since taken place. This is shown graphically on the chart which I have had prepared to illustrate it.

From 1885 to 1904 (with two exceptions when it rises to 30,000) the total number of arrivals of deck passengers remains fairly constant at about 20,000.

The years 1904 to 1910 from a period of transition at the end of which it has risen to 83,723.

From 1911 to 1920 the arrivals average 90,000 per annum. During the same period the total number of Chinese emigrants was 1,599,338, an average of 160,000 per annum, while last year the Chinese immigrants numbered 191,043 and South Indians 45,673.

The period during which this great increase was taking place or more correctly the years 1901 to 1910 also mark the transition from a system of indenture to one of complete freedom.

Under indenture should really be classed a "free system" which recognises indebtedness on account of recruiting expenses.

The condition that labourers were to be brought on to their place of employment in Malaya absolutely free from debt was made binding from 30th June, 1909.

The recruiting of statute immigrants was abolished in 1910.

I come now to the development of our so-called kangany system. On looking through the records of my department the first mention I can find of the word kangany occurs in the annual report of 1898. Kangany, I believe, is not used in Southern India in the sense of a headman and the term was brought over to the Straits from Ceylon.

Previously the word used is *tindals*.

I have taken a few extracts which I propose to read to you from the reports of this period. (Paragraph 53 of S. S. A. R., 1898.) "The system of importing free coolies passage paid has been fairly started among the planters in the Native States, as many as 435 of this class of men arriving and passing through Penang during the year."

(Paragraph 54 of S.S.A.R., 1898.) "These coolies are collected in India by tindals sent over by the planters. The tindals take all the men to the depôt at Negapatam where the Superintendent notes their descriptions and where they obtain tickets at a reduced rate. On arriving in Penang they pass through the depôt like all other immigrants, but are not detained there and do not sign contracts proceeding to their destination nominally free men, at liberty to leave their employer if they like."

In the early reports of the Immigration Department constant references occur to the proposal to appoint a qualified Agent in India, a proposal actually approved after the commission of 1890 but definitely abandoned later on account of expense. The official view in the Straits at that time was that the Agent should be the Planters' Agent (compare the Ceylon Labour Commission).

For example from the report for 1895 (paragraph 14 of S.S.) "I am quite convinced that Mr. MacGregor was right in stating that the recruiting system was at fault, and that the best remedy was to be found in the appointment of a proper Agent to reside in India and attend personally to the work of recruiting. It is no less certain that it is the planters and not the Government who should combine to appoint and maintain such an Agent to work in their own interests. If the demand for Indian coolie labour is such as it is said to be, I believe there is not the least doubt that a trustworthy resident Agent employed by the planters and himself conversant with the language and habits of the Tamil population, could command a field of labour practically inexhaustible, and ensure the enlistment of *bona fide* agricultural coolies. In many up-country districts in South India, the very name of the Straits is unknown to the natives, although Natal and Mauritius, which have more active recruiting Agents, are well known to all. The remedy then is in the hands of the planters themselves and it remains for them to associate themselves for this purpose."

In the early days the department beyond keeping statistics of arrivals and departures of all immigrants was merely concerned with the protection of statute immigrants.

In fact, as a friend put it to me recently, when the head of the department merely controlled labour he was called Protector (this was the title in 1886), now that he protects labour he is called Controller. Apropos of this title I will relate you a story of a predecessor of mine who on being appointed to this office wrote home to his father describing his new duties and he got the reply that it seems to me that you ought to be called Controller of Employers of Labour. To continue my quotations from the report for 1893 :

(Paragraph 30 of S.S.A.R., 1895.) "As regards coolies recruited by tindals who have no written agreement it is impossible to say how much money is recovered from them for no questions are asked, and the coolie is entirely at the mercy of the tindal. Personally I am not in favour of the system when any money is recoverable even in the Civil Court, as there is no doubt that these tindals have the means of 'squeezing' coolies and keeping them for indefinite periods, but free labour with inspection on estates I would gladly see introduced if it were possible."

The Ordinance of 1904, brought into force on 1st January, 1905, first gave the department control over estates employing free labour.

We are soon to come to the abolition of the debt system (paragraph 39 of S.S.A.R., 1908). "The payment of reasonable recruiting expenses by the Committee of course implies the discontinuance of the custom of debiting free coolies on arrival with the expense incurred in recruiting them."

The Labour Report for the Federated Malay States for the same year is still more explicit.

(Paragraphs 50 to 53 of F.M.S.A.R., 1908.) "Free passages were granted from the Immigration Fund to all independent labourers applying for them and to employers for coolies imported by them, on condition that the assessment was not to be deducted from wages and that the deductions from wages on account of all advances and expenses incurred previous to the arrival of the emigrant at his place of employment were in no case to exceed Rs. 12.

The number of recruiting licences issued to kanganies on these conditions during 1908 was 1,225."

"51. In September, power was given to defray recruiting expenses in India as well as passage money from India out of the Immigration Fund, and rules were passed by which all allowance for recruiting expenses was to be given from the Immigration Fund on all adult coolies imported from India, provided that the coolies were landed free of debt and no deductions made from their wages on account of advances or expenses incurred in India. The allowance, which is more properly a bonus, was fixed for the first six months of 1908 at the following rates :

For a male immigrant recruited by a kangany	...	...	\$3.00
For a female	"	"	3.50
For an immigrant recruited through the Immigration Dept.			2.00"

(I may add that it is now \$10 for every adult man or woman).

"52. The recovery from unindentured coolies by employers of advances and expenses incurred before importation is forbidden by the Labour Enactment, but the law on this point has been very generally disregarded, more especially in Selangor and Negri Sembilan, with the result that in many cases sums have been debited to coolies on the strength of kanganies' accounts which they certainly never received and which were not expended on their behalf. There has also been a tendency to detain unindentured coolies against their will on estates until the sums debited against them have been paid off."

"53. Under the arrangements that have come into force this year the free passage tickets and recruiting bonus will not be granted to any employer who does not import his coolies free of debt. This will entirely do away with the practices referred to in the preceding paragraph and should act as a powerful inducement to coolies to emigrate to these parts."

Licensing of recruiters of statute immigrants by the Straits Settlements Authorities was first introduced in 1903.

Licences were issued by the Superintendent of the Emigration Depôt, Negapatam. This continued till the arrival in India of the Emigration Agent, Straits Settlements and Federated Malay States, in 1907 when he took over the licensing.

Licensing of kanganies had been in force for some time previously. I first came personally in contact with the system in 1901. As far as I recollect licences were then issued in each State by the British Resident.

From the beginning of 1908 all kangany licences for the Straits Settlements, Federated Malay States and Johore were issued by the Superintendent, Indian Immigrants, as Chairman of the Immigration Committee.

It must not be supposed that these changes were introduced without opposition. But although many of the planters were at first strongly opposed there is not a single sensible planter now who would go back to the old system.

Nor was the new system built up in a day.

At the risk of wearying you I should like to pass in review some of the chief events in the development of the system during the transition period from 1901 to 1910.

I am afraid it may sound rather egotistical for my own name will frequently occur.

The first event of importance is the appointment at the end of 1900 of Dr. Foston as Medical Superintendent of the Negapatam Depôt.

He is still there, he retired on pension and we brought him back and he has during all these years done splendid work.

He recently went across to the Straits on a holiday, I did not meet him over there but I saw him in Madras on my way here. What struck him most as he went about the country and visited places that he had known over 20 years before was the enormous improvement that had taken place in the condition of the Tamil labourer and he came back satisfied that his life's work had not been in vain, that he had really been working in a good cause.

The Indian Government having removed all restrictions on emigration from South India to the Colony had abolished their office of Emigration Agent, Negapatam.

At the special request of the Straits Settlements Government the Madras Government arranged for the requirements of the Section of our Ordinance to be temporarily carried out by the stationary Sub-Magistrate, Negapatam. This continued until the new Indian Immigration Ordinance of 1904.

October, 1901.—I made a report which was the starting point of much of the subsequent development. Recommended, amongst other things, licensing of professional recruiters.

October, 1902.—Meeting in Governor's Office, Penang, to consider a Government scheme of recruiting.

December.—Visit of Messrs. Hill (Protector of Labour, Federated Malay States) and O'Sullivan (Assistant Colonial Secretary, Straits Settlements) to India—Negotiations with the Madura Company and conference at Calcutta.

Mr. Huttenback of Penang, a prominent unofficial, who served on several occasions on the Legislative Council, attended this conference. He was the Agent for the British India Steam Navigation Company at Penang. I will quote from a memorandum which he wrote at this time a most striking passage advocating the abolition of indentured labour.

As long as this odious system lasts the Straits will never get the good name and prove the attraction they deserve.

Instead of trying to bolster it up statute immigration should in the interests of immigration generally and also as a matter of justice to the coolie be abolished forthwith.

This shows the trend of enlightened opinion in the Straits even at this date.

January, 1903.—Mr. O'Sullivan's report—recommended appointment of a Government Agent in India.

February.—Conference at Singapore presided over by Mr. O'Sullivan—approved his recommendation, which Government did not accept and eventually the alternative proposal was adopted of entrusting the work to the Madura Company.

May.—Madura Company began work.

August.—I was sent to India to enquire and report. Recommended *inter alia* that licences should be issued by Superintendent of the Emigration Depôt and not by Madura Company.

9th October.—Meeting in Singapore—my suggestions in main adopted.

January, 1904.—Conference at Ipoh.

Protector of labour instructed to carry out decisions of Ipoh conference.

September, 1903.—Scheme for distribution of labour recruited by Government.

1904.—Malay Peninsula Agricultural Association seceded from Government scheme and sent over their own Recruiting Agent in April.

1905.—Recruiters of both agencies licensed by Superintendent of the Emigration Depot Commission to recruiters Rs. 24 per head.

September, 1906.—Immigration stopped owing to cholera at quarantine station.

I mention this as it led to the construction of the new quarantine station at Penang at a cost of \$660,000. By the time this was completed in 1911 it was found to be insufficient for our then requirements and another and larger station was constructed at Port Swettenham.

October.—Visit of Resident-General Sir W. Taylor to India—which led immediately to the formation of the Immigration Committee and the establishment of our present system.

May, 1907.—The Immigration Department of the Straits Settlements and Federated Malay States were combined under Mr. Clayton as Superintendent and I was appointed Emigration Agent in India. At the end of 1907 the Government and Malay Peninsula Agricultural Association Agencies amalgamated under the Government Agent.

12th February, 1908.—New contract with the British India Steam Navigation Company came into force providing for a weekly in place of a fortnightly service.

The Immigration Committee founded in March, 1907.

10th January, 1908.—Immigration Fund Enactment came into force.

Now a few words as to this Committee.

The duties of the Immigration Committee are described in paragraph 10 of the memorandum attached to the High Commissioner's despatch of 17th August, 1921, "their chief duties are to fix and collect assessment payable by employers, administer the Indian Immigration Fund and incidentally to advise Government on general labour questions."

To get a fuller idea of the origin and functions of the Committee one must refer to Sir W. Taylor's report of 1906.

[Paragraph 25.]—Mr. John Turner, Mr. Heslop Hill and others have advocated the formation of a Labour Bureau to which should be entrusted the supervision of immigration. I see no objection to this, but I realise, as I think do the advocates of the scheme, that its successful working will depend on the officer in executive charge of the operations. A committee might be appointed consisting in part of official and in part of unofficial members with the Superintendent of Immigration as Chairman and the Assistant Superintendent at Penang as Secretary.

[Paragraph 33 (d).]—His recommendations included. The appointment of an Emigration Agent in India, who should be a member of the public service of the Straits Settlements or the Federated Malay States.

(e) The formation of an Immigration Committee of four members, two unofficial and two official. The Superintendent of Indian Immigration to be one of the two official members and Chairman of the Committee.

(f) The passing of an Enactment, recognising this Immigration Committee and requiring all immigrant labour to be imported under the Committee's direct supervision.

Sir W. Taylor's recommendations were accepted by the High Commissioner (Sir John Anderson) in letter from High Commissioner to Resident General of 18th January, 1907.

[Paragraph 2 (d).]—I agree, subject to the approval of the Secretary of State, to the appointment of an Emigration Agent in India, who should be a member of the public service of the Straits Settlements or the Federated Malay States.

(e) The formation of an Immigration Committee such as you suggest will be very useful, not only in controlling immigration but in facilitating the co-operation of the Government and the planters.

The Committee must not be confounded with the Labour Department which exists for the protection of labourers on estates and other places of employment.

Suggestions have at various times been put forward to separate the two entirely, but from the point of view of the labourer and of the Government it is obviously a great advantage that this should not be done and when it was last brought forward I advised against it.

I have supplied your Secretary Mr. Ewbank with copies of a note on our present system of emigration.

I am not responsible for the wording but it gives an accurate description of the arrangements in force.

I had better perhaps read it out as members will not have had time to study it.

NOTE ON EMIGRATION TO THE STRAITS SETTLEMENTS AND FEDERATED MALAY STATES.

The kangany or recruiter must fulfil the following conditions before a licence is issued to him by the Controller of Labour (or his Deputy) at the request of the employer :

1. He must be an Indian of one of the labouring classes.
2. He must have been previously employed as a labourer under the employer for whom he intends to recruit.

The licence, which bears the name, Indian address and description of the kangany, is filled up by the employer. A kangany resident in a Native State or in French Territory may not hold a licence, and recruiting is not permissible in such States or territories. The licence states :

1. The number of coolies the kangany is authorized to recruit usually 50;
2. The rate of commission payable to the kangany,—the maximum allowed is Rs. 10 per adult, man or woman, and Rs. 5 per minor;
3. The period of currency of the licence,—which is 6 months.

N.B.—The object of the comparatively low rate of commission paid is to make it impossible for the kanganies to buy coolies from professional recruiters, and the latter undesirable class of person has been hard hit by the restriction.

A licence is not valid till it has been registered at the office of the Deputy Controller of Labour, Penang.

On his arrival in India, the kangany registers his licence, first at the Emigration Depôt Office and then at the office of the Financial Agents to the Estate.

The basis on which the kangany system of recruitment is conducted is that the kangany confines his efforts among his relations and friends, and to ensure this he is only permitted to recruit within the area of the taluk in which his village is situated. He must entrain his recruits at the station nearest his village, and for checking purposes he must secure a receipt from the Railway Booking Clerk for the amount of the trainages paid by him. He is not allowed to take coolies off professional recruiters. The emigration authorities maintain agents at the more important railway stations. The main duties of these agents are :

- (a) to check the kanganies and coolies passing through, and
- (b) to pre-pay trainages on the kanganies and their coolies in the cases in which the kanganies are not able to finance themselves.

The agent makes a pencilled note on the licence of the number of the coolies passed, etc., and otherwise offers general assistance to kanganies.

The appointment of these agents serves a double purpose, firstly, in the assistance afforded, and, secondly, in the check it affords on the number of coolies originally entrained, as picking up of coolies 'en route' is strictly prohibited.

On arrival at Negapatam, the kanganies and their coolies are met by a clerk from the Emigration Depôt, who conducts them to the depôt. The coolies are on no account allowed to be taken into eating shops or other places in the town where substitution may take place.

On admission to the depôt the coolies are lined up for examination and those whose palms do not show evidence of manual labour are rejected. The coolies are at the same time individually questioned as to their desire to emigrate, and, if suspicions are aroused as to the locality in which they live and the place where the kangany recruited them, they are closely cross-examined, and if their answers are unsatisfactory they are rejected.

Special care is taken to guard against the shipment of abducted women or kidnapped minors, and if single women or minors, are brought in soon before the shipping date they are detained till the following shipment on the off-chance of claimants turning up. In fact, of recent months, Saturday shipments have been confined to coolies who have entered the depôt prior to the previous Wednesday evening.

At 10 o'clock every morning all coolies in the depôt are made to sit in rows and a procession of claimants is conducted up and down the lines, so that there is really very little chance of a coolie shipping across if his relatives or his employer are anxious to prevent him doing so. All coolies claimed by relatives, etc., as above, are, after enquiry by the Depôt Superintendent, allowed to leave with their claimants.

All rejected coolies are handed over to the Financial Agents daily, with a detailed list by the emigration authorities and arrangements made for their entrainment back to their homes and the payment to them of batta for food on their journey. These charges are debited to the estates for which they are recruited, and when possible recovered from the kanganies concerned, such recoveries being credited to estates.

Rejections of coolies are usually made on the following grounds:

- (a) Physical unfitness;
- (b) Old age and debility;
- (c) Suspicion that single women or minors have been improperly recruited, a certificate from the village munsif is necessary in the case of minors unaccompanied by their parents;
- (d) Suspicion that coolies have been taken from professional recruiters, or picked up 'en route' or outside the kangany's recruiting area;
- (e) Previous employment in Malaya in estates other than that to which the recruiting kangany belongs. Some estates are very strict on this point;
- (f) General evidence that the coolie is not an agricultural labourer or otherwise not a proper person to send across;
- (g) Under existing arrangements, Moplah or other Mohammadan coolies from the Malabar District.

It is clear from the above that it does not pay the kangany to transgress the regulations.

The ordinary penalty imposed on kanganies is that they have to bear the cost not only of bringing the rejected coolies to the depôt but also the costs of feeding in the depôt and the return rail fares and batta. As previously stated the latter charges are debitable to estates when the kangany is not able to pay.

For serious offences, such as abduction of women, or kidnapping, the kangany's licence is immediately cancelled.

For minor offences, he is in the first instance warned, then fined, and if he persists in his evil ways his licence is cancelled.

On shipment mornings, the coolies are first fed and then lined up in batches for final inspection and disinfection of clothing, and they are once more asked to confirm that they are willing to emigrate.

On completion of disinfection, the coolies are handed over to the staff of shipping agents. A numerical register is made of all coolies, estate by estate, and each coolie is given a tin ticket bearing the registered number of the estate to which he is bound. The coolies are then passed along to the shipping jetty on depôt premises, where they are finally checked into the waiting lighters.

As the loaded lighters pass the port premises, they are once more examined by the port staff and the police, to see that the numbers as per boat-notes are correct, and the boats thus proceed to the steamer without any further communication with the shore.

The above are the lines on which our recruiting by kanganies for Malaya is now being conducted. In bringing this system under control by the Government of India it is desired that the essential features of the control already exercised under the arrangements set up by the Malayan Governments should be preserved.

I think I ought at this point to make special reference to the system of remuneration to the recruiters, viz., whether they should be paid a fixed salary or by results, i.e., per head of labourers recruited.

For recruiting on a large scale I agree that the per head system does lead to abuses especially if a big commission is given but I do say that with our system this does not arise. Our maximum commission is Rs. 10. Now-a-days the kangany's licence is not so much a recruiting licence, as an authority from the estate that the returning emigrant may bring back his friends and a guarantee that there is work for them. This is supported by the fact that our average number recruited per kangany is only 7. These are the actual figures for the last 6 years: 1916, 6'80; 1917, 5'71; 1918, 6'33; 1919, 7'96; 1920, 6'55; 1921, 8'13. In comparing this with other colonies it is necessary to note that most of our kanganies only do one recruiting trip in the course of their employment and that certainly they do not keep on going backwards and forwards with labourers. To meet any further objection which the Committee may have to the per head system we propose to restrict the number of labourers to 20 knowing that even this number will not often be obtained.

From what I have said members will realise that Malaya has built up of her own initiative a system of free emigration which had stood the test of time and that my Governments have been working on the very principles on which you now wish to regulate emigration to other colonies and other countries.

We can claim that Malaya has shown the way in which it can be done successfully—not only safeguarding the interests of the labourer but serving also the best interest of the employer.

No doubt the details are capable of further perfecting but as representing my Governments of the Straits Settlements and Federated Malay States I wish members to understand that I am here to co-operate with them and not to oppose their endeavours.

APPENDIX A.

Statement of Arrivals from Madras and Negapatam in each Month during 1922.

Months.	Number of steamers that arrived.	Independent labourers.				Labourers recruited by kanganies.				Other emigrants—i.e., ordinary passengers.			Total arrivals.	
		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	Adults.	Minors.
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.			
January ...	4	46	18	4	3	262	38	5	3	923	91	110	1,373	125
February ...	4	127	26	7	4	641	136	41	34	1,477	127	146	2,534	232
March ...	5	210	43	8	8	1,487	313	75	63	1,604	185	168	3,842	322
April ...	4	192	46	11	9	1,759	421	90	92	1,055	116	121	3,589	323
May ...	4	278	82	16	20	2,953	603	141	123	919	128	99	4,963	399
June ...	5	452	136	28	21	5,196	1,229	346	265	1,759	345	159	9,117	819
July ...	4	410	88	31	29	3,573	957	263	190	1,350	257	131	6,735	644
August ...	3	314	80	22	14	2,664	670	183	177	1,040	99	133	4,867	529
September ...	2	277	87	19	18	2,239	548	145	143	2,079	207	159	5,437	484
October ...	2	342	115	16	26	1,561	385	113	71	1,045	149	145	3,597	371
November ...	2	265	61	16	13	1,220	299	85	68	900	117	93	2,862	275
December ...	3	329	84	24	13	1,376	341	98	68	2,379	256	267	4,765	470
Total ...	42	3,242	866	202	178	25,031	5,935	1,585	1,297	16,530	2,077	1,731	53,681	4,993

APPENDIX B.

Statement of Arrivals from Madras and Negapatam during 1922, with their Destinations.

Territories.	Assisted passengers.												Other immigrants—i.e., ordinary passengers.				Grand Total.			
	Independent labourers.				Labourers recruited by kanganies.				Total assisted passengers.											
	Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
STRAITS SETTLEMENTS.																				
Province Wellesley and Dindings	652	128	33	29	312	129	51	38	964	257	84	67	...	...	...	...	964	257	84	67
Malacca	80	18	4	3	1,841	296	58	62	1,921	314	62	65	...	...	...	...	1,921	314	62	65
Singapore ... ..	...	...	...	...	56	11	7	5	56	11	7	5	...	...	...	...	56	11	7	5
Total, Straits Settlements ...	732	146	37	32	2,209	436	116	105	2,941	582	153	137	...	...	...	...	2,941	582	153	137
FEDERATED MALAY STATES.																				
Perak	1,146	341	99	86	4,770	1,278	369	288	5,916	1,619	468	374	...	...	...	...	5,916	1,619	468	374
Selangor	719	207	43	36	11,009	2,638	691	547	11,728	2,845	734	583	...	...	...	...	11,728	2,845	734	583
Negri Sembilan	215	58	7	8	2,914	596	151	144	3,129	654	158	152	...	...	...	...	3,129	654	158	152
Pahang	2	2	...	...	233	53	15	15	235	55	15	15	...	...	...	...	235	55	15	15
Total, F.M.S. ...	2,082	608	149	130	18,926	4,565	1,226	994	21,008	5,173	1,375	1,124	...	...	...	...	21,008	5,173	1,375	1,124
OTHER MALAY STATES.																				
Johore	73	26	4	3	2,105	429	119	84	2,178	455	123	87	...	...	...	...	2,178	455	123	87
Kedah	355	86	12	13	1,314	407	98	88	1,669	493	110	101	...	...	...	...	1,669	493	110	101
Perlis ... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kelantan ... ..	...	...	...	...	477	98	26	26	477	98	26	26	...	...	...	...	477	98	26	26
Total, Other Malay States ...	428	112	16	16	3,896	934	243	198	4,324	1,046	259	214	...	...	...	...	4,324	1,046	259	214
Grand Total ...	3,242	866	202	178	25,031	5,935	1,585	1,297	28,273	6,801	1,787	1,475	16,530	2,077	1,269	462	44,803	8,878	3,056	1,987

APPENDIX C.

Statement of Departures from Penang for Southern India in 1922.

Month.	Number of steamers.	Emigrants.		Month.	Number of steamers.	Emigrants.		Month.	Number of steamers.	Emigrants.	
		Adults.	Minors.			Adults.	Minors.			Adults.	Minors.
					<i>Brt. forward</i>				<i>Brt. forward</i>		
January	Four	3,782	263	May	Five	4,139	243	September	Three	4,273	174
February	"	3,889	282	June	Four	3,746	209	October	Two	2,156	70
March	"	4,722	250	July	"	3,339	196	November	"	2,862	98
April	Five	4,855	227	August	Three	2,597	132	December	"	3,060	169
	<i>Carried over</i>				<i>Carried over</i>				Total	43,420	2,313

APPENDIX D.

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1922.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
KRIAN DISTRICT.								
Alor Pongsu	151	138						
Bassett	275	224	1	...	...	...	4	2
Brieh	99	85	...	...	...	...	25	44
Chersonese	945	1,202	5	5	...	...	3	8
Dennistown	289	257	...	...	...	...	1	1
Eng Joo	107	85						
Eow Seng	113	176	...	...	...	...	35	6
Gedong	914	787	4	2	...	...	2	5
Gula	1,486	1,511	3	3	...	...	5	5
Hurst	153	128						
Jin Seng	252	222	1	1				
Kalumpang	676	665	2	1	...	...	1	1
Kurau Rubber	208	137	1	1				
Merchiston	175	205						
Nellmay	153	135	1	4	...	...	30	26
Pondoland	170	157	...	...	...	...	31	22
Samagaga	317	330	5	...	11	9	33	2
Seang Aik	179	218						
Soon Lee and Hai Kee	224	211	...	...	...	...	14	10
Strathearne	80	110						
Sungei Bogak	364	402						
Sungei Krian	544	513						
Tali Ayer	454	333						
Yam Seng	375	352	...	...	...	...	3	5
Estates employing less than 100 labourers (10)	335	323	153	118	20	27	108	54
Total, Krian District ...	9,038	8,906	176	135	31	36	295	191
LARUT AND MATANG DISTRICT.								
Allagar	230	144	55	34	47	25	5	3
Ayer Kuning	74	109	1	28	...	...	20	9
Batu Matang	220	187						
Changkat Serdang	210	282	...	...	...	...	...	38
Hibernia	101	113	...	...	...	...	61	26
Hidden Streams	130	128	55	36	...	...	1	1
Holyrood	587	499						
Jebong	269	260						
Jelai	123	134	...	...	...	...	32	3
Jin Yak	6	18	53	43	...	...	228	165
Krian Road	139	194						
Lauderdale	192	239	...	...	...	...	18	13
Matang	240	205	1	1	...	...	82	69
Norseman	212	277	51	4	...	...	...	1
Padang Gajah	9	49	58	62	...	...	...	...
Pondok Tanjong	258	230	1	1	...	...	1	...
Pondok Tanjong Government Plantations	213	100	46	1	...	...	...	1

APPENDIX D—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
LARUT AND MATANG DISTRICT								
—(cont.)								
Seldings	365	252						
Selinsing	200	177						
Stoughton	178	165					8	5
Sungei Arak	63	151						
Sungei Draka Plantations	30	97		27		36		41
Sungei Limau	223	243						
Sungei Pulau	10	9	102	102			42	35
Taiping Rubber Plantations	688	675	35	2			31	6
Trong Rubber	206	162	1	1				
Windsor	432	411					3	1
Withdene	107	136						
Estates employing less than 100 labourers (28)	690	788	100	135	20	8	367	266
	6,405	6,434	559	477	67	69	899	688
Kamunting Tin Dredging	71	96	94	75			15	21
North Taiping Tin Dredging	22	31	81	57			15	39
Taiping Tin Dredging	92	64	164	150	1		45	81
Total, Larut and Matang District ...	6,590	6,625	898	759	68	69	974	824
KUALA KANGSAR DISTRICT.								
Bruas	113	145	36				1	
Changkat Salak	462	620	64	30			6	6
Dovenby	454	570						
Elphil	163	112		22				
Gapis	296	277						
Glenealy	207	180		1		1		1
Heawood	345	329	56	11			2	3
Kamuning	753	638	111				3	2
Kati	142	135		5				
Parit-Perak	194	106					4	
Penarth	82	64	7	26			24	10
Perak River Valley	226	256	48				8	1
Riverview	124	104					2	2
Serapoh	92	104						
Sungei Bruas	140	145		1				
Sungei Krudda	235	265	116	82	102	105	2	2
Sungei Reyla	231	244						
Sweet Kamiri	168	180	50	22			5	3
Union Kongsu			256	269				
Estates employing less than 100 labourers (42)	1,304	1,347	615	338	2	5	81	58
Total, Kuala Kangsar District ...	5,731	5,821	1,359	807	104	111	138	83

APPENDIX D—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
UPPER PERAK DISTRICT.								
Kota Tampan	297	252						
Hitam Tin Mine	12	...	286	345	...	...	...	7
Estates employing less than 100 labourers (1)	21							
Total, Upper Perak District ...	330	252	286	345	...	...	...	7
KINTA DISTRICT.								
Batu Dua	169	151						
Changkat Kinding	46	121						
Chemor United	74	66	17	7	...	...	53	45
Chumor	203	188	3	2	...	...	1	1
Gunong Kroh	183	189						
Gunong Panjang	179	146	26	44	33	48		
Harewood	188	225	9	1	...	...	2	2
Kinta Kellas	670	547	2	2	...	...	2	2
Kinta Valley	402	440	...	...	4	4	1	.1
Klabang	274	288						
Kota Bahroe	166	175						
Moynalpy	109	116	1	1				
Pinji	145	135						
Old Kellas	316	306						
Sengat	241	259						
Strathisla	243	299	18	51				
Sungei Prah	184	164						
Swee Lam ... ..	...	...	258	260				
Tanjong Rambutan	69	126	58	124				
Teja	122	114						
Estates employing less than 100 labourers (73)	1,714	1,521	810	805	112	91	37	32
Total, Estates ...	5,702½	5,576	1,202	1,297	149	143	96	83
MINES, KINTA.								
Chan Ngan Hin... ..	20	40	142	123			4	
Changkat Papan	16	7	95	108	...	...
Gopeng Consolidated	89	108	214	94	...	...	178	188
Idris Hydraulic Tin	85	59	95	76	6	8	103	89
Ipoh Tin Dredging	13	17	114	165	...	...	23	24
Kinta Association	30	18	46	36	2	2	61	61
Kinta Tin Mine	119	101	192	99	...	...	107	98
Kramat Pulai	58	66	83	63	...	...	74	64
Malayan Tin Dredging	150	163	449	491	...	...	56	73

APPENDIX D—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
MINES KINTA—(cont.)								
Rambutan Limited	26	37	62	60	...	...	52	46
Societe des Etain de Kinta	220	55	170	257	...	...	40	47
Societe des Mines d'Etain de Tekka	165	141	969	1,122	67	37	7	26
Talam Mines	25	125	26	200	2	...	17	8
Tekka Limited	148	134	85	161	4	5	55	51
Tronoh Mines	131	130	643	640	...	...	...	122
Ulu Piah Limited	39	39	194	175	...	...	26	20
Mines, etc., employing less than 100 labourers (12)	170	66	338	235	6	7	47	28
Total, Mines, etc., Kinta	1,504	1,306	3,917	4,105	87	59	850	945
Total, Estates, Kinta	5,702	5,576	1,202	1,297	149	143	96	83
Total, Kinta District	7,206	6,882	5,119	5,402	236	202	946	1,028
BATANG PADANG DISTRICT.								
Banopdane	167	115	...	...	...	...	...	...
Bedford	119	114	3	...	...	...	2	...
Bedrock	138	135	...	...	...	...	...	...
Bidor	254	358	...	...	...	...	...	...
Bikam	190	229	23	18	...	...	6	2
Bruseh Tin and Rubber	213	212	...	...	1	1	3	1
Chenghai... ..	201	159	...	...	...	...	...	...
Cluny	217	198	...	...	...	...	...	...
Digwarrah	200	204	...	...	...	...	...	...
Gedong (Perak)	256	213	...	...	...	...	...	...
Goodheart	129	135	31	16	...	...	15	7
Hendra	194	176	...	...	...	...	...	...
Jong Landor	393	341	98	35	...	...	...	...
Kannudaival	169	140	...	...	...	...	...	...
Katoyang	243	238	50	...	...	...	16	...
Leonardo... ..	110	120	...	...	...	...	...	...
Membang	141	103	...	...	...	...	...	...
Narborough	194	231	...	...	...	...	...	...
Sungei Chinoh	358	391	60	22	...	...	...	...
Sungei Klah	184	188	30	17	...	...	...	...
Sungei Kruit	263	324	34	20	...	...	...	...
Sungei Sungkai	208	202	...	...	...	...	...	...
Sungei Taho	115	116	...	...	...	...	...	1
Sungkai	118	150	...	...	...	...	...	...
Tapah	438	429	...	...	4	7	...	...
Trolak	182	165	...	...	...	...	...	...
Wong Fong ... ..	...	...	126	123	...	...	...	...
Estates employing less than 100 labourers (26)	698	610	325	346	68	37	20	14
Total, Estates	6,092	5,996	780	597	73	45	62	25

APPENDIX D—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
MINES, BATANG PADANG.								
Chenderiang Tin Dredging	44	44	115	263	3	4	19	23
Lam Looking Mine	129	100	733	696	...	...	...	12
Mines employing less than 100 labourers (1)	26	14	61	60	...	...	9	12
Total, Mines ...	199	158	909	1,019	3	4	28	47
„ Estates	6,092	5,996	780	597	73	45	62	25
Total, Batang Padang District ...	6,291	6,154	1,689	1,616	76	49	90	72
LOWER PERAK DISTRICT.								
Alpha Bernam	165	139						
Arcadia	312	560						
Bagan Datoh	719	720	...	...	...	...	1	
Bagan Pasir	200	407						
Batak Rabbit	370	260	...	...	...	...	1	1
Bernam-Perak	290	330	1	1	25	5	1	2
Blenheim	176	252						
Cicely	46	111	...	...	119	66	6	23
Flemington	533	264						
Gloucester	296	252	...	...	105	72	2	1
Hamiltonia	216	133	...	...	21			
Jendarata	656	668	1	1	26	12	14	12
Kuala Perak	247	325						
Lower Perak	386	249						
Melintang Coconut	459	411	...	...	...	...	1	2
Melintang Rubber	83	113						
Nova Scotia	867	809	3	2	206	193		
Ratanui	212	196	...	...	1	1	1	1
Rubana	748	655	1	2	75	71		
Rungkup	153	151						
Subrang	683	636	...	...	...	...	3	3
Sarasuvathy	321	137	5	2	10	5	4	3
Selaba	225	219	...	...	148	159	7	8
Spynie	295	335	...	22	100	10		
Strathmashie	333	466	...	...	119	47		
Sungei Dulang South	58	105						
Sungei Nibong	101	105						
Sungei Timah	109	102						
Sussex	93	119	...	2	...	...	18	7
Teluk Anson	190	180						
Teluk Bahru	87	147						
Teluk Buluk	395	205						
Twenty First Mile	149	126						
Estates employing less than 100 labourers (25)	974	791	53	59	40	13	3	11
Total, Lower Perak District ...	11,147	10,678	64	91	995	654	62	74

APPENDIX D—(cont.)

List of Estates in Perak employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
SITIAWAN DISTRICT.								
Ayer Tawah	60	40	3	3	286	256	8	8
Bintang	140	130						
Changkat Meranti	136	161	56	19	...	2	10	
Consolidated	395	315						
Harcroft	226	181						
New Columbia	620	524	...	...	8	7	...	1
Suffolk	312	323						
Sungei Wangi	796	715						
Walbrook	262	277						
Estates employing less than 100 labourers (10)	493	439	70	21				
Total, Sitiawan District ...	3,440	3,105	129	43	294	265	18	9
SUMMARY.								
Krian	9,038	8,906	176	135	31	36	295	191
Larut and Matang	6,590	6,625	898	759	68	69	974	824
Kuala Kangsar	5,731	5,821	1,359	807	104	111	138	83
Upper Perak	330	252	286	345	...	...	...	7
Kinta	7,206	6,882	5,119	5,402	236	202	946	1,028
Batang Padang	6,291	6,154	1,689	1,616	76	49	90	72
Lower Perak	11,147	10,678	64	91	995	654	62	74
Sitiawan	3,440	3,105	129	43	294	265	18	9
GRAND TOTAL, PERAK ...	49,773	48,423	9,720	9,198	1,804	1,386	2,523	2,228

APPENDIX E.

List of Estates in Selangor (Inland) employing 100 labourers and upwards on 31st December, 1922.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
KUALA LUMPUR DISTRICT.								
Amherst	127	116						
Batu	132	147					4	
Batu Caves	428	440						
Bujong	176	187						
Bukit Hitam	320	320						
Bukit Jalil	235	204						
Bukit Kiara	168	194	60	30				
Bungsar	116	366	70	99				
Castlefield	610	568					6	6
Edinburgh	272	254						
Effingham	170	165	12					
Elmina		116		93				
Hawthornden	300	34	158	308			2	2
Hongkong	213	162						
Jinjang	121	146						
Kent	300	332						
Kepong	332	255						
Killinghall	223	209						
Kinrara	295	289						
Mount	219	176						
Pataling	318	399						
Puchong	155	134						
Seaport	412	375						
Segambut	185	126						
Seventh Mile	199	170	32	36		4		
Sione	135	94						
Sungei Tua	138	151	20	1		1	2	2
Ulu Buloh	201	274						
Total	6,500	6,403	300	437		5	14	10
Estates employing less than 100 labourers	702	633	832	960	59	36	18	19
Total, Kuala Lumpur District	7,202	7,036	1,132	1,397	59	41	32	29
ULU LANGAT DISTRICT.								
Abaco	223	130						
Ampar Tenang	143	130						
Balau	265	211	22					
Belmont	129	112						
Benar	123	112	4	3			2	1
Bhutan	79	95	90	32			140	124
Broome	275	237					13	3
Cheras			100	125	93	59		
Dominion	141	156	45	27				
Galloway	88	114	25		69			
Glengowrie	247	226	20					
Madingley	166	169	6	4	3	1		
Paradise	131	173						
Rinching	219	209						
Sedgely			30	130		1		

APPENDIX E—(cont.)

List of Estates in Selangor (Inland) employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
ULU LANGAT DISTRICT—(cont.)								
Semenyih	222	251						
Sungei Lui	158	134						
Sungei Purun ... ..	...	...	147	95	10	10		
Sungei Ramal ... ..	...	...	104	81	1	1	3	3
Sungei Rinching	173	133	88	50				
Sydney	223	151						
West Country	127	139						
Total	3,337	2,882	681	547	237	98	158	131
Estates employing less than 100 labourers	469	646	1,507	1,496	548	473	79	19
Total, Ulu Langat District	3,806	3,528	2,188	2,043	785	571	237	150
ULU SELANGOR DISTRICT.								
Batang Kali	126	150						
Bristol	357	333						
Bukit Darah	127	158						
Bukit Rawang	134	152						
Escot	193	227						
Kuala Garing	829	686						
Kuala Kubu	185	135						
Kundang	88	137	...	...	3	6		
Perclairdon	51	136						
Serendah... ..	270	268						
Strathairbe	97	158						
Sungei Choh	362	342						
Sungei Dua	186	126						
Sungei Gantong... ..	203	242						
Sungei Ledang	151	63						
Tanjong Malim North Division	617	606	144	80	6	7	11	
Tanjong Malim South Division	418	353	48	23	5	4	4	4
Utah Simpan	30	61	178	125	...	...	5	2
Total	4,424	4,000	370	228	14	17	20	6
Estates employing less than 100 labourers	710	956	564	509	1	1	11	26
Total, Ulu Selangor District	5,134	4,956	934	737	15	18	31	32
KLANG DISTRICT.								
Batu Unjor	217	228						
Blackwater	141	149						
Brafferton	266	284						
Brown Comet	101	133						
Bukit Jelutong	229	244						
Bukit Kamuning	403	402	62	63	...	...	2	3

APPENDIX E—(cont.)

List of Estates in Selangor (Inland) employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
KLANG DISTRICT—(cont.)								
Bukit Rajah (East)	333	318						
Bukit Rajah (West)	512	497	2	2				
Bukit Rimau	98	103						
Damansara	654	772						
Ebor	93	129						
Emerald	185	152						
Glenmarie	257	268	21	25				
Golconda... ..	223	228						
Golden Hope	50	148						
Harpenden	347	343						
Haron	66	401						
Highlands and Lowlands	105	200	1					
Jalan Acob	724	683						
Kampung Java	111	106	22	17				
Kapar	92	108						
Merton	189	195						
Midlands... ..	568	450			11			
North Hummock	718	706					3	
Padang Jawa	212	200						
Pendamaran	227	199						
Pilmoor	286	282	13					
Rasak	147	162						
Reading	236	164						
Seafield	680	638						
Shelford	155	142						
Sungei Kapar	299	262						
Sungei Nebong	99	104						
Sungei Puloh	287	272						
Sungei Rengam	583	616						
Sungei Serdang	128	110						
Sungei Way	301	324	57	29				
Tremelbye	193	246						
Vallambrosa	324	288						
Estates employing less than 100 labourers (24)	748	675	156	93	6	5	9	12
Total, Klang District ...	11,587	11,931	334	229	17	5	14	15
KUALA SELANGOR DISTRICT.								
Assam Java	111	158						
Athlone	234	235						
Bharu Selangor	123	99						
Berjuntai	250	239						
Bukit Panjong	419	401						
Braunston	287	268			14	42		
Bukit Badong	84	123						
Bukit Blimbing... ..	235	223						
Bukit Cherakah... ..	553	440						
Bukit Ijok	314	291						
Bukit Cloh	217	170						
Bukit Kraiyong... ..	210	213						

APPENDIX E—(cont.)

List of Estates in Selangor (Inland) employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
KUALA SELANGOR DISTRICT								
—(cont.)								
Bukit Rotan	212	242						
Caledonian	320	299			10			
Carnarvon	292	288						
Coalfields	200	212						
Hopeful	83	102	18					
Haytor	154	98						
Holmwood	160	154						
Java Selangor	146	145						
Jeram	160	140						
Kamasan	163	146						
Kampung Kuantan	533	442						
Kempsey	196	201						
Kenny	309	269						
Kuala Selangor	627	602						
Lambourne	59	117					20	
Lapan Utan	103	114						
Merbau	239	229		1				
Monmouth	296	170						
Padang Gajah	346	323						
Rajah Hitam	199	196						
Rajah Musa	420	425						
Rantau Panjong	349	364						
Riverside	422	288	1					
Rosevale	218	198						
Rothiemay	110	88						
St. Andrew	201	183						
Selangor River	671	595						
Shalimar	250	252						
Sapintas	548	359					1	1
Strathmore	132	133						
Sungei Buloh	511	585						
Sungei Rambai	581	706						
Sungei Tinggi	507	487	30					
Sungei Trap		181	96	84		104	24	2
Sungei Bernam	596	705					11	11
Tanjong Pasir	182	169						
Telok Piah	149	176						
Tennamaram	209	377						
Torkington	615	324						
Tuan Mee	179	159						
Woodlake	157	163						
Estates employing less than 100 labourers (7)	113	158	1	1				
Total, Kuala Selangor District ...	14,954	14,424	146	86	24	146	56	14
KUALA LANGAT DISTRICT.								
Bandar	218	257						
Banting	212	203						
Brooklands and Padang Rusa ...	1,117	1,257						
Bute	197	207	18	20				
Changkat	148	173						

APPENDIX E—(cont.)

List of Estates in Selangor (Inland) employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
KUALA LANGAT DISTRICT								
—(cont.)								
Dusun Durian	604	666						
Fermanagh	137	94						
Gadong	125	119						
Jugra	579	623					4	
Jugralands and Carey, Ltd.	3,517	3,722	30	35	51	51	83	50
Klanang	630	659						
Lunderston	122	130						
Lunderston (Old)	221	244						
Permatong	305	346						
Sepang Road	140	96						
Sepang Rubber	4	4	468	589				
Serdang Blah	169	127						
Sonia	139	56						
Sungei Buaya	468	421						
Sungei Manggis	178	171						
Sungei Sedu	389	430						
Tanjong Duablas	236	248						
Telok	142	159						
Telok Datoh	397	383						
Telok Gong	182	191						
Telok Merbau	1,392	1,159	25		20		15	7
Tumbuk	193	246						
Estates employing less than 100 labourers (11)	343	380	92	101	8	8	54	27
Total, Kuala Langat District ...	12,504	12,771	633	745	79	59	156	84
SUMMARY.								
Kuala Lumpur	7,202	7,036	1,132	1,397	59	41	32	29
Ulu Langat	3,806	3,528	2,188	2,043	785	571	237	150
Ulu Selangor	5,134	4,956	934	737	15	18	31	32
Klang	11,587	11,931	334	229	17	5	14	15
Kuala Selangor	14,954	14,424	146	86	24	146	56	14
Kuala Langat	12,504	12,771	633	745	79	59	156	84
GRAND TOTAL, SELANGOR ...	55,187	54,646	5,367	5,237	979	840	526	324

APPENDIX F.

List of Estates in Negri Sembilan employing 100 labourers and upwards on
31st December, 1922.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
SEREMBAN DISTRICT.								
Ainsdale	61	109	54	33	...	...	58	20
Ann Aik ... ..	...	...	180	213	...	...	10	7
Batang Benar	173	226	...	...	...	...	...	...
Batu Sablas	102	111	30	44	20	...	...	4
Bukit Nanas	148	230	43	22	...	...	...	...
Cairo	120	106	156	116	...	...	...	1
Carrotina	61	72	80	40	...	...	1	...
Cheviot	313	432	147	74	...	...	23	...
Cycle ... ..	...	...	82	85	...	...	17	18
Georgia-Khartoum	102	67	98	70	1	1	4	1
Hamilton	99	143	26	...	1	...	...	...
Hillside	34	40	7	194	3	...	52	18
Jindaram	71	80	137	114	1	2	1	1
Kingsland	171	262	...	...	...	...	...	...
Kirby	250	30	...	60	...	8	2	2
Kombok	205	228	70	130	25	20	...	...
Kubang	154	128	242	185	...	...	3	3
Labu	585	635	45	48	...	...	10	10
Lenggeng	244	291	...	...	...	...	2	2
Linggi and Kanchong	315	323	65	65	...	...	...	...
Linsum	300	306	...	...	4	3	...	...
Mambau	98	99	223	140	1	1	...	9
Mantin	40	40	311	160	...	...	...	...
New Labu	248	283	1	...	...	...	...	...
New Seremban	101	149	...	21	2	2	...	...
Old	58	152	...	71	6	...	...	...
Pajam	594	607	...	...	...	...	...	...
Pantai	137	142	...	...	...	...	...	...
Ribu	179	204	62	...	...	...	...	...
Senawang	261	199	22	62	...	...	6	6
S pang Valley	75	84	151	110	...	...	2	2
Shanghai Seremban	114	118	8	...	...	...	...	...
S. R. M. M. A. Chetty	263	170	...	...	...	...	...	...
Sungei Gadut	129	202	53	56	...	...	...	...
Sungei Lalah ... ..	...	...	105	355	...	...	...	...
Sungei Mahang	150	164	217	89	...	...	...	...
Sungei Sekah	116	111	35	25	...	...	...	...
Temiang North	7	8	73	80	41	50	...	...
Temiang South	69	52	89	62	50	74	7	...
Temiang Sungei Kaya	82	89	33	28	...	...	2	4
Terentang	135	184	...	...	5	5	...	...
Third Mile	269	253	28	29	3	5	...	...
Ulu Arah	6	11	328	335	...	...	47	17
Ulu Kanchong	67	98	...	75	...	...	...	...
Ulu Rantau	123	160	19	11	4	4	...	...
Ulu Sawah	198	222	190	136	...	...	...	...
Victoria Malay ... ..	...	...	59	60	...	...	56	63
Estates employing less than 100 labourers (50)	679	603	1,491	1,205	136	149	87	86
Total, Seremban District ...	7,706	8,223	4,960	4,608	303	324	390	274

APPENDIX F—(cont.)

List of Estates in Negri Sembilan employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javaese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
COAST DISTRICT.								
Atherton and Leigh	285	380	122	102	...	11	1	
Brudwall	84	96	166	131	...	16		
Goh Soo Pin	2	2	138	120	...	...	...	5
Jemima	340	467	368	136	...	...	25	16
Jimah	166	198	2	3	10	6		
Lukut	113	120	64	85				
Perhentian Siput	68	92	125	100				
Rassak	25	15	...	91				
Sagga	229	306	86	25	...	...	...	10
St. Leonards	138	114	6	55	36	10		
Sendayan	193	240	185	90	23	1	...	1
Sengkang	392	312	185	90	...	...	15	15
Siginting... ..	92	118	99	55				
Siliau	304	101	30	32	25	8		
Sua Betong	399	334	243	169	...	...	3	
Sua Grensing	188	168	32	10	2	...	16	
Sua Mauggis	161	129						
Sungei Nipah	60	276						
Sungei Salak	137	200						
Sungei Sendayan ... ..	...	...	40	169	6	11		
Tampin Linggi	378	328	45	...	...	...	20	15
Tanah Merah	8	20	736	628	...	...	11	16
Estates employing less than 100 labourers (42)	531	458	767	683	29	42	58	58
Total, Coast District ...	4,293	4,474	3,439	2,772	131	105	149	136
TAMPIN DISTRICT.								
Ayer Tekah	221	175	55	77	99	117		
Batang Malaka	32	64	...	52				
Batu Hampar	186	230	3	2	1	1		
Beruntong	99	111	92	42	69	67	5	3
Bukit Bertam	155	176	...	...	...	...	6	4
Bukit Kledek	158	115	...	...	...	...
Chembong	91	75	63	86	41	16	12	3
Chimpul	202	192	25	20	...	...	...	2
Gan Kee	204	153						
Gemencheh ... ..	...	...	440	440	...	...	38	9
Kundor	199	229						
Legong Ulu	115	155	35	25	...	...	1	1
Lubok China	193	186	...	...	...	...	2	1
Perhentian Tinggi	420	231						
Regent (Utara)	107	134	78	32	...	...	1	2
Repah	60	44	157	90				
Senda	1	...	200	124	2	2	31	45
Sungei Kelamah ... ..	...	...	20	149	...	...	...	12
Ulu Pedas	64	82	178	72	...	...	17	15
Estates employing less than 100 labourers (34)	540	584	823	620	...	1	83	80
Total, Tampin District ...	3,047	2,936	2,169	1,331	212	204	196	177

APPENDIX F—(cont.)

List of Estates in Negri Sembilan employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
KUALA PILAH DISTRICT.								
Bahau	51	144	164	162	...	...	125	16
Jempol	130	124	80	30	...	...	...	...
Jeram Padang	180	167	...	...	...	...	...	...
Juasseh	94	109	...	25	...	...	...	4
Kuala Jelai	41	133	148	114	...	...	2	5
North Johol	94	161	130	136	...	...	5	10
Rompin Chong-On ... ..	...	...	85	130	...	...	...	...
Rompin-Penari	183	215	863	455	14	...	1	1
See Kee	123	101	10	10	...	...	9	1
South Johol	67	109	238	176	...	...	33	15
Sungei Jelai ... ..	...	...	70	84	...	...	10	23
Taisho (Bahau)	92	40	407	60	...	...	...	53
Taisho (Rompin) ... ..	...	...	349	152	...	...	16	8
Yap Oh San ... ..	...	...	113	105	...	...	...	...
Estates employing less than 100 labourers (27)	169	127	728	691	13	18	76	79
Total, Kuala Pilah District ...	1,224	1,430	3,385	2,330	27	18	277	210
JELEBU DISTRICT.								
Jelevu	207	163	84	33	...	...	6	...
Pertang	6	12	63	92	8	10	...	...
Estates employing less than 100 labourers (8)	47	30	369	359	...	...	11	23
Total, Jelevu District ...	260	205	516	484	8	10	17	23
SUMMARY.								
Seremban	7,706	8,223	4,960	4,603	303	324	390	274
Coast	4,293	4,474	3,439	2,772	131	105	149	136
Tampin	3,047	2,936	2,169	1,831	212	204	196	177
Kuala Pilah	1,224	1,430	3,385	2,330	27	18	277	210
Jelevu	260	205	516	484	8	10	17	23
GRAND TOTAL, NEGRI SEMBILAN ...	16,530	17,268	14,469	12,020	681	661	1,029	820

APPENDIX G.

List of Estates in Pahang employing 100 labourers and upwards on
31st December, 1922.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
KUALA LIPIS DISTRICT.								
Benta	131	130	102	98				
Jeransong	20	69	130	13				
Kuala Tembeling	160	98						
Selborne	146	157	65	80	384	450		
Total ...	457	454	297	191	384	450		
Estates employing less than 100 labourers	131	119	115	42			4	5
Total, Kuala Lipis District ...	588	573	412	233	384	450	4	5
KUANTAN DISTRICT.								
Atbara					331	244		
Jeram Kuantan	19		61		164	151		
Kuala Reman			1		1,002	743		
Semambu			1	2	150	147		
Sungei Talau					295	261	14	13
Total ...	19		63	2	1,942	1,546	14	13
Estates employing less than 100 labourers	78	71	39	32	14	3	7	6
Total, Kuantan District ...	97	71	102	34	1,956	1,549	21	19
PEKAN DISTRICT.								
Total, Pekan District ...			53	55			48	73
RAUB DISTRICT.								
Cherob	350	326	30	20				
Gali	105	91	19	23			1	2
Karak	174	154	42					
Raub	118	105						
Shanghai Pahang	130	86	55	60				
Sungei Bilut	154	130						
Total ...	1,031	892	146	103			1	2
Estates employing less than 100 labourers	41	49	365	264	65	12	26	4
Total, Raub District ...	1,072	941	511	367	65	12	27	6

APPENDIX G—(cont.)

List of Estates in Pahang employing 100 labourers and upwards on
31st December, 1922—(cont.)

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
TEMERLOH DISTRICT.								
Mengkarak	125	110	74	175				
Mentakab	131	122	60					
Tang Aik		52	359	178	13	8		
Total ...	256	284	493	353	13	8		
Estates employing less than 100 labourers	93	137	196	78			186	181
Total, Temerloh District ...	349	421	689	431	13	8	186	181
SUMMARY.								
Kuala Lipis	588	573	412	233	384	450	4	5
Kuantan	97	71	102	34	1,956	1,549	21	19
Pekan			53	55			48	73
Raub	1,072	941	511	367	65	12	27	6
Temerloh... ..	349	421	689	431	13	8	86	78
GRAND TOTAL, PAHANG ...	2,106	2,006	1,767	1,120	2,418	2,019	186	181

. APPENDIX H.

Statistics of Labourers employed by Government Departments in
the Federated Malay States in 1922.

Estates.	Indians.		Chinese.		Javanese.		Others.	
	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.	On 1-1-22.	On 31-12-22.
PERAK.								
Public Works Department	3,475	356	27	34	1	...	279	2
Sanitary Boards... ..	1,252	21	119	115	6	...	7	...
F.M.S. Railways	2,436	174	289	105	...	...	31	...
Miscellaneous Departments	361	42	1	...	12	...	386	...
Total, Perak	7,524	593	436	254	19	...	703	2
SELANGOR.								
Public Works Department	3,180	2,669	13	12	44	56	79	98
Sanitary Boards... ..	1,006	1,073	49	20	1	1	8	10
F.M.S. Railways	2,168	2,203	681	430	15	1	47	64
Miscellaneous Departments	470	582	52	53	15	14	277	271
Total, Selangor	7,324	6,527	795	515	75	72	411	443
NEGRI SEMBILAN.								
Public Works Department	1,385	1,452	5	3	...	...	83	149
Sanitary Boards... ..	265	296	59	23	3	4	20	20
F.M.S. Railways	942	852	320	91	1	...	60	100
Miscellaneous Departments	116	125	...	...	20	15	256	233
Total, Negri Sembilan	2,708	2,725	384	117	24	19	419	502
PAHANG.								
Public Works Department	872	1,015	25	65	8	16	201	198
Sanitary Boards... ..	74	79	2	1	2	4	1	3
F.M.S. Railways	897	519	344	221	2	...	49	102
Miscellaneous Departments	31	31	...	...	14	7	297	252
Total, Pahang	1,874	1,644	371	287	26	27	548	355
GRAND TOTAL, F.M.S.	19,430	11,489	1,986	1,173	144	118	2,081	1,302

APPENDIX I.

Return of Deaths by Suicide of Indians in the Federated Malay States during the year 1922.

Name.	Sex.	Nationality.	Where residing at time of death.	Remarks.
PERAK—				
Periakaruppan ...	M.	Tamil ...	Brieh Estate, Bagan Serai ...	Suicide by hanging.
Perumal ...	M.	" ...	Lauderdale Estate, Matang ...	" "
Rajoo ...	M.	" ...	Pondok Tanjong Estate, Pondok Tanjong ...	Poisoning.
Nallan ...	M.	" ...	Yam Seng Estate, Krian Road ...	Suicide by hanging.
Kuppaie ...	F.	" ...	" "	drowning.
Kannan Namiar...	M.	Malabar	Merchiston Estate, Pondok Tanjong	" hanging.
Subrayan ...	M.	Tamil ...	Railway, Taiping...	" "
Lassayah...	M.	Telugu ...	Lauderdale Estate, Matang ...	" Shooting.
Mutiah ...	M.	Tamil ...	Gardener, Matang School ...	" hanging.
Pasiraman ...	M.	" ...	Public Gardens, Taiping ...	" "
Alagiri ...	M.	" ...	Kamunting Tin Dredging Co., Kamunting ...	" "
Unknown ...	M.	" ...	" "	" "
" ...	M.	" ...	" "	drowning.
Nanjau ...	M.	" ...	Sungei Reyla Estate, Sungei Siput ...	" hanging.
Ponnan ...	M.	" ...	Sanitary Board, Teluk Anson ...	" drowning.
Thasau ...	M.	" ...	Estate Hospital, Bagan Datoh ...	" hanging.
Unknown ...	M.	" ...	" "	drowning.
Sathan ...	M.	" ...	Melintang Estate, Bagan Datoh ...	" hanging.
Unknown ...	M.	" ...	" "	drowning.
Appama ...	F.	Telugu ...	Strathmashie Estate, Bagan Datoh	" "
SELANGOR—				
Kathamuthu ...	M.	Tamil ...	North Hummock Estate ...	" hanging.
Nadarajan ...	M.	" ...	Central Work Shops ...	Temporary insanity.
Narayanasamy ...	M.	" ...	Highlands Estate	" "
Palaniappa Kavandar ...	M.	" ...	Sungei Buloh Estate ...	Suicide by hanging.
Ponnusamy ...	M.	" ...	Kapar Road ...	Cutting his throat.
Ramalingam ...	M.	" ...	Tanjong Duablas Kuala Langat ...	Suicide by hanging.
Unknown ...	M.	" ...	Unknown ...	Found hanging on a rubber tree in Waterfall Estate.
" ...	M.	" ...	Fourth Mile, Bt. Rajah Road ...	Suicide by hanging.
NEGBI SEMBILAN—				
Adiappan ...	M.	" ...	Unknown ...	Suicide by hanging.
Vadivalu ...	M.	" ...	Sua Grensing Estate ...	" "
PAHANG—				
Muttamah ...	F.	" ...	Kuantan ...	" "

APPENDIX J.

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1922.

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
PERAK—		
Krian District :		
Chersonese	23	
Gedong	39	
Gula	57	
Jin Seng	26	
Kalumpang	27	
Sungei Bogak	20	
Sungei Krian	29	
Yam Seng	16	
Larut District :		
Lauderdale	8	
Matang	10	
Sungei Limau	17	
Kuala Kangsar District :		
Gapis	22	
Kinta District :		
Kinta Kellas	31	
Kinta Valley	16	
Batang Padang District :		
Bidor	13	
Cluny	20	
Gedong (Perak)	12	
Lower Perak District :		
Rubana	13	
Sabraung	17	
Sitiawan District :		
Consolidated	58	
Suffolk	24	
Walbrook	42	
SELANGOR—		
Kuala Lumpur District :		
Batu	13	
Bukit Jalil	24	
Castlefield	36	
Effingham	20	
Elmina	10	
Kent	24	
Petaling	53	
Seaport	80	
Ulu Buloh	31	
Ulu Langat District :		
Broome	19	
Sungei Lui	14	
Sydney	197	
Semenyih	19	
West Country	31	

APPENDIX J—(cont.)

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1922—(cont.)

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
SELANGOR—(cont.)		
Ulu Selangor District—(cont.)		
Bukit Rawang	12	
Changkat Asa	28	
Escot	19	
Kalumpang	27	
Kuala Garing	21	
Kundang	19	
Sungei Choh	33	
Sungei Dua	15	
Sungei Segala	38	
Sungei Merbau	16	
Wat Yat	11	
Klang District :		
Athlone	37	
Avoncliff	19	
Brown Comet	15	
Bukit Rajah West	42	
Brafferton	20	
Bukit Kraiong	41	
Emerald	42	
Golconda	34	
Highlands	45	
Haytor	26	
Harpenden	32	
Jugra Land I	37	
Jugra Land II	52	
Jugra Land IV	24	
Jugra Land V	67	
Jugra Land West	31	
Jugra Land East	25	
Jugra Land VII	56	
Jalan Acob	50	
Merton	36	
Newbury	39	
North Hummock	73	
Pendamaran	28	
Padang Gajah	32	
Sungei Serdang	28	
Seafeld I	23	
Seafeld II	16	Unsatisfactory
Sungei Kapar	37	
Sungei Puloh	87	
Shelford	36	
Teluk	15	
Vallambrosa	58	
Kuala Selangor District :		
Bukit Blimbing	29	
Bukit Cloh	47	
Bukit Panjong A	29	
Bukit Panjong B	27	
Bukit Cheraka	22	
Bukit Jenda	21	Unsatisfactory
Bukit Ijok	46	
Braunston	44	
Carnarvon	52	
Holmwood	42	

APPENDIX J—(cont.)

List of Tamil Schools on Estates in the Federated Malay States
at the end of 1922—(cont.)

(Prepared by Officers of the Labour Department.)

Name of estate.	Average enrolment.	Remarks.
SELANGOR—(cont.)		
Kuala Selangor District: (cont.)		
Jeram	28	
Kampung Kuantan	19	
Kampung Bharu	18	
Kenny	56	
Monmouth	40	
Rantau Panjang	35	
Riverside	71	
Raja Musa	53	
Sungei Selangor	19	
Sungei Buloh	65	
Sapintas	45	
Telok Piah	17	
Torkington	52	
Kuala Langat District:		
Banting	57	
Dusun Durian	42	
Klanang Middle	28	
Klanang Banting... ..	18	
Klanang Morib	23	
Kanchong... ..	18	
Permatang	33	
Teluk Merbau I	55	
Teluk Merbau II	39	
Teluk Merbau III	37	
Teluk Merbau IV	27	
Teluk Merbau V	19	
Tongkah	25	Very unsatisfactory
Tumbuk	23	
NEGRI SEMBILAN—		
Atherton	9	Aided
Ayer Tekah	9	
Bradwall	13	Aided
Gan Kee	25	"
Labu	21	"
Linggi	40	"
Linsum	32	"
Lubok China	14	"
Regent (Arang)	5	Open for 3 months
Regent (Darat)	7	Open for 1½ months
Regent (Tengah)		
Sagga	22	Aided
Sengkang (Home)	7	Open for 2 months
Sengkang (Pasir Panjang)		
Shanghai Seremban	11	Aided
Sua Betong	25	
Terentang	25	Aided
Third Mile	19	
Ulu Sawah	39	

APPENDIX K.

List of Permits to Recruit Netherlands Indian Labourers in force on
31st December, 1922.

Name of estate.	Number and date of permit.	Period of permit.	Number authorised to be recruited.
Cocos Island and Christmas Island	14-10-05 No. 13	No time limit	100
Malakoff Plantations, Ltd.	10- 4-04 „ 8	„	600
Plang	26-11-07 „ 15	„	1,000
Selborne Plantation	26- 5-22 „ 89	One year	100
Semambu	23- 9-22 „ 41	„	30

APPENDIX L.

Statistics of Netherlands Indian Labourers on contract in the
Federated Malay States for 1922.

Name of estate.	Number on estate on 31st December, 1921.	Number on estate on 31st December, 1922.	Average labour force.	Number of desertions.	Number of deaths.	Death-rate per mille, 1922.	Death-rate per mille, 1921.	Remarks.
PERAK—								
Ayer Tawah	120	161	153. 9	12	...	...	...
Cicely	139	66	93. 7	38	1	10.7	18.4	
Jendarata	26	12	21. 0	14	...	...	26.3	
Nova Scotia	167	70	158. 3	30	1	6.3	9.3	
Rubana	53	50	50. 8	6	...	...	...
Strathmashie	72	43	56. 6	19	5	89.2	94.5	
Total, Perak	577	402	534. 3	119	7	13.1	18.1	
NEGRI SEMBILAN—								
Beruntong	31	24	26. 7	8	...	...	32.2	
Total, N. Sembilan	31	24	26. 7	8	...	...	32.2	
PAHANG—								
Atbara	330	233	277. 2	1	13	46.9	41.8	
Jeram Kuantan	164	142	155. 0	5	8	51.6	5.2	
Kuala Reman	885	515	675. 0	13	14	20.7	27.5	
Selborne Plantation	347	377	334. 5	13	...	...	16.3	
Semambu	150	121	132. 5	2	13	98.4	27.3	
Sungei Talam	239	174	203. 0	5	6	29.5	45.2	
Total, Pahang	2,115	1,562	1,777. 2	39	54	30.3	27.7	
Grand Total	2,723	1,988	2,338. 2	166	61	26.0	25.7	

APPENDIX M.

List of Estates Employing Netherlands Indian Contract Labourers
which Provide Hospital Accommodation.

Estate.	Provision of Hospital.
PERAK—	
Ayer Tawah	Hospital on Estate
Cicely	" "
Jendarata	" "
Nova Scotia	" "
Rubana	" "
Strathmashie	" "
NEGRI SEMBILAN—	
Beruntong	Observation ward of 14 beds and Dispensary on Estate
PAHANG—	
Atbara	Hospital on Estate
Jeram-Kuantan	" "
Kuala Reman	Use Sungei Lembing Hospital: Dispensary on Estate
Selborne Plantation	Use Kuala Lipis Government Hospital: Dispensary on Estate
Semambu	Hospital on Estate
Sungei Talam	" "

APPENDIX N.

Return of Admissions, Discharges, Deaths, etc., of Indians in
Government Hospitals in 1922.

Name of Hospital.	Number at beginning of year.	Admissions.	Discharges.	Deaths.	Percentage of deaths on admissions including number at the beginning of the year.
Perak—					
Bagan Serai Hospital	46	1,329	1,145	98	7.37
Bagan Datoh "	2	57	58	3	5.26
Central Asylum, Tanjong Rambutan ...	285	166	101	18	10.84
Central Prison Hospital	4	112	111	2	10.79
Criminal Vagrant Ward Hospital	1	27	25	1	3.70
District Hospital, Larut	102	2,223	2,044	155	6.70
" Ipoh	133	3,648	3,438	226	6.20
" Kuala Kangsar	49	1,859	1,759	83	4.46
" Gopeng	13	485	438	19	3.92
" Selama	10	36	42	4	1.11
" Kampar	17	976	844	47	4.81
" Batu Gajah	110	2,485	2,461	129	5.11
Gaol Hospital, Batu Gajah	2	74	76	...	...
General Hospital, Taiping	4	960	865	90	9.37
Grit Hospital	3	114	108	5	4.39
Klian Intan Hospital	3	147	144	2	1.35
Kroh "	3	34	33	1	2.94
Lenggong "	6	75	78	5	6.66
Malay Hospital, Kuala Kangsar	13	141	143	2	1.41
Parit Buntar Hospital	64	1,318	1,285	98	7.43
Sitiawan "	11	435	415	25	5.75
Sungkai "	66	939	976	87	9.27
Tanjong Malim "	34	1,092	1,041	46	4.21
Tapah "	42	1,439	1,348	78	5.49
Teluk Anson "	83	2,535	2,271	172	6.78
Women's Hospital	21	528	468	47	8.90
Total, Perak Hospitals	1,127	23,204	21,712	1,443	6.22
Selangor—					
General Hospital, Kuala Lumpur	156	3,721	3,488	252	6.49
Gaol Hospital "	1	74	72	1	1.33
Lunatic Asylum "	3	13	16	...	...
Leper Hospital "	48	44	43	6	6.52
Vagrant Ward "	27	114	67	17	12.05
Malay Hospital "	12	24	36	...	...
District Hospital "	174	3,821	3,367	410	10.26
" " Kajang	63	1,967	1,798	179	8.81
" " Kuala Kubu	34	798	745	68	8.17
" " Rawang	17	125	122	15	10.56
" " Serendah	9	579	496	69	11.73
" " Klang	126	3,908	3,636	250	6.19
" " Kuala Selangor	26	578	532	36	5.96
Total, Selangor Hospitals	696	15,766	14,418	1,303	7.91
Negri Sembilan—					
Seremban Hospital	100	3,079	2,804	252	7.93
Coast District Hospital	27	653	602	58	8.53
Tampin "	53	847	768	101	11.22
Kuala Pilah "	44	970	927	56	5.52
" Women's Hospital	9	359	328	28	7.61
Jelebu District Hospital	18	385	363	17	4.47
Mantin "	15	496	467	29	5.68
Gaol Hospital (Seremban)	1	37	38	...	...
Gemas District Hospital (open from 1-4-22)... ..	11	211	209	10	6.01
Total, Negri Sembilan Hospitals	278	7,037	6,506	551	7.53
Pahang—					
Kuala Lipis Hospital	24	662	655	58	8.45
Raub "	35	901	869	42	4.48
Kuantan "	17	330	315	22	6.34
Pekan "	1	14	14	1	6.66
Bentong "	20	260	258	13	4.64
Total, Pahang Hospitals	97	2,167	2,111	136	6.00
GRAND TOTAL, F.M.S.	2,198	48,174	44,747	3,433	6.81

LEGISLATIVE COUNCIL.

TABLE OF CONTENTS.

WEDNESDAY, 20TH DECEMBER, 1922.

Pages to
NEW MEMBER.

The Acting Treasurer (Mr. E. L. TALMA).

Papers laid on the Table.

Nos. 87 to 90.

X NEW CONSTITUTION OF THE COUNCIL.

Statement by His Excellency the Governor.

MOTIONS.

THE ACTING TREASURER:—

Special vote of \$65,259.75, balance of cost of printing new edition of the Ordinances of the Straits Settlements.

Extension of \$50,000 to the loan of \$150,000 already made to the Municipal Commissioners, Malacca.

Special vote of \$60,456.11 to cover loss on exchange on remittances to the Crown Agents.

Special vote of \$13,000 for adjustment of arrears of salary for 1919.

Special vote of \$20,000 for purchase of land at junction of Burmah and Pangkor Roads, Penang.

Loan of \$20,000 to the Government of Brunei.

BILLS.

Deportees (Prohibition of Return) Bill	...	...	3rd Reading.
Volunteer (Amendment) Bill...	...	...	{ 2nd Reading. Committee. 3rd Reading.
Ordinance No. 135 (Municipal) Amendment (No. 2) Bill	...	...	{ Withdrawn from the Orders of the Day.
Federated Malay States Export Duties Collection (Amendment) Bill	...	...	... All stages.

ADJOURNMENT.

LEGISLATIVE COUNCIL.

WEDNESDAY, 20TH DECEMBER, 1922.

PRESENT:

HIS EXCELLENCY THE GOVERNOR (SIR LAURENCE GUILLEMARD,
K.C.B.).
the General Officer Commanding the Troops
(Major-General Sir NEILL MALCOLM, K.C.B.,
D.S.O.).

The Hon'ble the Colonial Secretary (Mr. F. S. JAMES, C.M.G.).
„ the Attorney-General (Sir J. W. MURISON).
„ the Acting Treasurer (Mr. E. L. TALMA).
„ the Colonial Engineer (Mr. J. H. W. PARK, O.B.E.).
„ Mr. C. J. SAUNDERS.
„ Captain A. R. CHANCELLOR.
„ Mr. D. BEATTY.
„ Mr. W. LOWTHER KEMP.
„ Dr. D. J. GALLOWAY.
„ Mr. V. GIBBONS.
„ Mr. LEE CHOON GUAN.
„ Mr. C. EVERITT.

ABSENT:

The Hon'ble the Resident Councillor, Penang (Mr. A. B. VOULES).
„ Mr. W. LANGHAM-CARTER.
„ Mr. J. MITCHELL.
„ Mr. J. W. CAMPBELL.
„ Mr. W. H. THORNE.

The minutes of the meeting of the 27th November, 1922, which had been circulated, were confirmed.

NEW MEMBER.

The ACTING TREASURER (Mr. E. L. TALMA) took the Oaths and assumed his seat as *ex-officio* Member of the Council.

PAPERS.

The COLONIAL SECRETARY:—Sir, I have the following papers to lay on the table:—

- No. 87. Report on the Working of the Government Monopolies Department for the year 1921.
- No. 88. Report on the Administration of the Income Tax Ordinance, 1921.
- No. 89. Report on the Income and Expenditure of the Education Board for 1921.
- No. 90. Report on the Revenue and Expenditure of the Colony for the year 1921.

The GOVERNOR:—Gentlemen, in my annual Address on the 23rd of October, I announced that the approval of the Secretary of State had been given to certain modifications in the constitution of this Council, and I am now in a position to make a fuller statement.

At present, as you know, the Legislative Council of the Colony consists, in addition to the Governor, of 18 members, viz., 6 Official Members, *ex-officio*, including His Excellency the General Officer Commanding the Troops, 4 Official Members appointed by name and 8 Unofficial Members, all of whom are nominated by the Governor, though two of them represent the Chambers of Commerce of Singapore and Penang, and in practice the Governor accepts the recommendations of those Chambers. Of the remaining six Unofficial Members, three have been selected from Singapore, one from Penang, one from Malacca and one from the Chinese community of this Colony.

As a result of the Report of the Select Committee appointed in 1920 to consider whether any changes were desirable in the constitution of the Council, it has been decided to enlarge it to include 27 members in all, of whom in addition to the Governor, 13 will be Officials and 13 Unofficials. When the instructions have been amended, the *ex-officio* Members will consist of the present 6 *ex-officio* members, with the addition of the Resident Councillor, Malacca, the Director of Education, the Secretary for Chinese Affairs, the Principal Civil Medical Officer and the Commissioner of Lands. Two other Official Members will be appointed by name.

As regards the Unofficials, Singapore, Penang, and Malacca will have the same number of European Members as at present. There will be three Chinese Members and wherever possible, one will be a resident of Singapore, one of Penang and one of either Singapore or Malacca. There will also be one representative of the Malay race, one of the Eurasian community and one of the British Indians resident in the Colony. All the appointments of Unofficials will be made by the Governor in pursuance of instructions from His Majesty the King through the Secretary of State, except as regards representatives of the Chambers of Commerce, Singapore and Penang, to which bodies an absolute right of election will be given, the actual appointment of such members being made by an instrument in the usual form. The Chambers of Commerce have been requested to draw up Rules governing the procedure of these elections. It will be laid down that the member elected must be a British Subject and that only British members of the Chambers will be entitled to vote. The term of office for Unofficial Members will be as a rule 3 years. The Committee suggested that Unofficials should have an opportunity of speaking on the adjournment. I believe that they always had that right, and since the Committee called attention to the matter, the practice of speaking on the adjournment has already been introduced into the practice of this Council. I may also mention that the approval of the Secretary of State has been given to the proposal to appoint two Unofficial Members to the Executive Council. These members will not necessarily be Members of the Legislative Council as it is thought right that there should be as wide a field of selection as possible.

I am aware that these modifications of the constitution of the Council do not go so far as some people wish. But they undoubtedly represent an advance in the constitutional development of the Colony, and as such, I hope they will be welcomed by the Community.

To me, personally, it will always be a pleasure to remember that these changes have been carried into effect during the time when I have the honour to preside over your counsels. I am not yet in a position to announce the names of all the new members to be nominated by me. The selection is a matter requiring the most careful consideration, and I have not yet been able in all cases to make my selection. I think it would be better to defer any announcement till the list is complete.

One prosaic but important aspect of the matter remains to be considered. You doubtless realise that this increase in our numbers will need a change as regards the arrangement of the seating accommodation. The acoustic properties of this Chamber are, to put it mildly, not good, nor are the conditions outside the building such as make for peaceful and undisturbed debate. It has been suggested to me that possibly the Lower Hall of Government House would, in this respect, be more suitable. I am not sure whether this suggestion will be generally acceptable. There is a good deal to be said both for and against it, and full discussion is desirable. What I would suggest is that, unless the Council are definitely against the idea, the experiment should be tried, and that the first meeting of the reconstituted Council should be held at Government House on February the 12th. The question of whether the Council should continue to sit there or whether when the necessary alterations have been made we should continue to meet in this Chamber will then receive further consideration and a definite decision can be made in the matter.

MOTION BY THE ACTING TREASURER.

The ACTING TREASURER:—Sir, I move that this Council approves of a special vote of \$65,259.75, being the balance of the cost of printing of the new edition of the Ordinances of the Straits Settlements.

This vote is connected with the printing and publication of the Revised Edition of the Statute Laws of the Colony, which was prepared by a Commission appointed under Ordinance No. 23 of 1910. I do not think I need go into the difficulties and delays that troubled that Commission or the changes that took place in its constitution. I will say, however, that the work was completed and that the new Ordinances began to arrive here early this year. The total cost has amounted to \$81,544.35, but Warrants have already been issued for part of this cost. They cover a total of \$16,284.60, and that leaves a balance of \$65,259.75 to be provided in order that the account may be closed.

As to the number of volumes of these Laws which have been received, speaking in round numbers and leaving out details as to the nature of the binding and matters of that kind, there have been 1,000 sets received. Of this number, 360 have been distributed free to Government officers and others, and 90 sets have been sold. These 90 sets realised \$3,500. There is a considerable balance of books in stock, and they are valued at \$16,500; but I do not mean to suggest that they will be sold to realise this amount, as it is not possible to estimate how many more will be sold and there can be no doubt that a considerable number will have to be distributed free.

Our receipts arising from sales of the books are credited to revenue. This has been the custom in the past, and further sales will be treated in the same way.

I now ask that the balance of \$65,259.75 be approved.

Mr. SAUNDERS:—Sir, I rise to second the motion.

The motion was agreed to.

MOTION BY THE ACTING TREASURER.

The ACTING TREASURER:—Sir, I rise to propose the motion standing in my name. It refers to the extension of a loan already granted to the Municipal Commissioners of Malacca in the year 1919. That motion was moved on the 10th March, 1919, by the Treasurer, and he then informed this Council that the loan was required for the building of a new road at Malacca. The estimate was \$150,000 and that was the amount that the Government agreed to lend. There are two reasons, however, why this estimate has been exceeded. One of them is that it has not been found possible to keep to the original trace of the road, and the other is that although the owners of the land through which the road is to pass agreed at first to give their land free of charge, they pressed subsequently to be paid some compensation. There has been an actual

saving on the cost of construction of the road, but, for the two reasons I have mentioned, the cost of acquisition of the land has exceeded the estimate and the present estimate for the whole construction is placed at \$228,000. The Municipal Commissioners, Malacca, have asked for an extension of \$50,000 only to the original \$150,000, the Government is willing to grant this extension, and the Council is now asked to sanction it. The rate of interest will be 4½ per cent which is the rate now being charged on the existing loan.

I move that this Council approves of an extension of \$50,000 to the loan of \$150,000 already made to the Municipal Commissioners, Malacca, for the improvement of Malacca Town.

The COLONIAL ENGINEER:—Sir, I rise to second the motion.

The motion was agreed to.

MOTION BY THE ACTING TREASURER.

The ACTING TREASURER:—Sir, I move that this Council approves of a special vote of \$60,456.11 to cover the loss on exchange on remittances to the Crown Agents.

This motion arises out of the necessity for remittances to be made to the Crown Agents from time to time. These remittances are necessary so that the Crown Agents may have funds to meet commitments which they have entered into on behalf of this Government, but partly, also, because the Regulations do not allow of us keeping more than a certain balance of funds in the Colony. The motion refers to remittances made between April and November this year. In that period, the total amount remitted has been £2,275,000 and the average rate at which it has been possible to remit that is 2s. 3½d. I think it will be agreed that that is quite a good rate when we consider that the dollar has been considerably below par for the greater part of this year. In fact, it is not perhaps strictly correct to say that we have made a loss, seeing that the remittances have been made at the best rates that could be obtained in the market. In the accounts, however, that are kept between the Colony and the Crown Agents, all the sterling has to be converted into dollars at the fixed rate of 2s. 4d. to the dollar, and consequently there is an apparent loss on exchange in the books. In the course of the year, too, there has been a sum paid to the Colony in London by the Federated Malay States Government of £470,000 and that has had to be credited to the Federated Malay States at the current rate of exchange of the day, and that has also resulted in an apparent loss.

The net result of all this, up to the date that the application was made to Government for a vote, was the figure mentioned in the motion, viz., \$60,456.11; but since that date there have been some profits made, and the figure is now reduced to \$58,000. I do not propose to amend the figure in the motion as a warrant has already issued for the full amount; but I may say that there will be a saving which will be allowed to lapse.

I move the motion standing in my name.

Captain CHANCELLOR:—Sir, I rise to second the motion.

The motion was agreed to.

MOTION BY THE ACTING TREASURER.

The ACTING TREASURER:—Sir, the motion entered in the Orders of the Day is a motion for a special vote of \$12,000 for adjustment of arrears of salary for 1919 consequent on the introduction of New Salary Schemes, but I shall have to ask to have the figure amended to \$13,000.

At a meeting of this Council held on the 19th December, 1921, the Treasurer obtained a vote of \$250,000 to adjust the suspense account to which payment of arrears of 1919 salaries is charged. The whole of the vote was

not spent last year and a balance of slightly over \$12,000 was allowed to lapse. Further payments have had to be made this year, and at the time that the matter was presented to Government the amount outstanding was \$10,750, and Government agreed to a vote of \$12,000, which was concurred in by the Finance Committee. Since that date, however, there have been further payments, and the amount now outstanding is \$11,980. I do not think that \$12,000 would be quite a safe figure to vote as there are a few small bills still to be adjusted. I therefore ask to be allowed to amend the figure to \$13,000, and to move that this Council approves of a special vote of \$13,000 to adjust arrears of salary for the year 1919.

Mr. BEATTY:—Sir, I rise to second the motion.

The motion was agreed to.

MOTION BY THE ACTING TREASURER.

The ACTING TREASURER:—Sir, I move that this Council approves of a special vote of \$20,000 for purchase of land at junction of Burmah and Pangkor Roads, Penang.

This motion is connected with the provision of a new Drill Hall for the Penang Volunteers. They have their Headquarters at present in Fort Cornwallis, but it has been decided to demolish the Fort and so, in course of time, a new Drill Hall will be wanted for the Penang Volunteers. An opportunity has occurred recently in Penang to acquire a piece of land at the junction of Burmah and Pangkor Roads, and that piece of land is considered suitable by all the authorities who are connected with the Volunteer movement and also by the Government officers in Penang, and Government has decided to purchase the land and avoid any difficulty in that direction when the time comes for building a Drill Hall. It will be gathered that it is not proposed to proceed with the building at once. That will only be done when it is finally decided to go on with the demolition of the Fort. The purchase price agreed with the owners of the land is \$20,000 and this is considered reasonable by the Collector of Land Revenue, and that is the figure which I am now asking this Council to approve.

Mr. SAUNDERS:—Sir, I rise to second the motion.

The motion was agreed to.

MOTION BY THE ACTING TREASURER.

The ACTING TREASURER:—Sir, I move that this Council approves of a loan of \$20,000 to the Government of Brunei.

An application was made to this Government in August of this year for a loan of \$20,000 to enable the Government of Brunei to purchase certain rights now vested in the heirs and assignees of certain Malay Chiefs in Brunei. After consultation with Hon'ble Members of this Council resident in Singapore, Government has agreed to this loan. Satisfactory proposals have been made for repayment of the loan and the interest on the loan is further secured by the revenue which it is expected that the Brunei Government will derive from the rights which they are acquiring. I ask this Council, therefore, to approve of the loan of \$20,000, interest being payable at the rate of 6 per cent.

Captain CHANCELLOR:—Sir, I rise to second the motion.

The motion was agreed to.

DEPORTEES (PROHIBITION OF RETURN) BILL.

The ATTORNEY-GENERAL:—Sir, I move that the Deportees (Prohibition of Return) Bill be read a third time and passed.

Mr. BEATTY:—Sir, I rise to second the motion.

The motion was agreed to, and the Bill was read a third time and passed.

VOLUNTEER (AMENDMENT) BILL.

The ATTORNEY-GENERAL:—Sir, I move that the Volunteer (Amendment) Bill be read a second time.

Mr. SAUNDERS:—Sir, I rise to second the motion.

The motion was agreed to, and the Bill was read a second time.

The ATTORNEY-GENERAL:—Sir, I move that the Council do now resolve itself into Committee to consider this Bill clause by clause.

Council in Committee.

The Bill is passed without amendment.

Council resumes.

The ATTORNEY-GENERAL:—Sir, I beg to report that the Volunteer (Amendment) Bill has been considered in Committee and passed without amendment.

I lay on the table a Certificate of Emergency signed by Your Excellency, and I move that the provisions of any Standing Orders which prevent the passing of this Bill to-day be suspended to enable me to move the third reading forthwith. I may say that the reason for this is that His Excellency the General Officer Commanding the Troops has intimated that one officer at least, if not others, is ready to receive his Commission and without the passage of this Bill the Commission cannot be granted. He is anxious that the Cadet Corps should start work as soon as possible and, therefore, that these Commissions should be granted at the earliest possible moment.

Mr. SAUNDERS:—Sir, I rise to second the motion.

The motion was agreed to.

The ATTORNEY-GENERAL:—Sir, I move that the Volunteer (Amendment) Bill be read a third time and passed.

Mr. SAUNDERS:—Sir, I rise to second the motion.

The motion was agreed to, and the Bill was read a third time and passed.

MUNICIPAL (AMENDMENT) BILL.

The ATTORNEY-GENERAL:—Sir, I understand that the Municipal (Amendment) Bill is likely to be the subject of some controversy, and as this is not a full Council I ask permission to withdraw it from the Orders of the Day and have it inserted for moving the second reading at the next meeting of Council.

The Bill is by leave withdrawn.

FEDERATED MALAY STATES EXPORT DUTIES COLLECTION (AMENDMENT) BILL.

The ATTORNEY-GENERAL:—Sir, the Federated Malay States Export Duties Collection (Amendment) Bill deals with the collection of duty on goods which are exported from the Federated Malay States and are for the time being in the Colony. There are several points with which the Bill deals. In the first place, under section 3 (1) of the Principal Ordinance, Your Excellency has power to appoint a collecting station (only one apparently) in each Settlement. Circumstances have arisen in the Dindings, and will probably arise elsewhere later on, making it desirable that that power to appoint one station in each Settlement should be increased and that Your Excellency should have power to appoint more than one. The first amendment proposed, therefore, is that the words "or stations" should be added after the word "station", and that is secured by the first part of clause 2 of the amending Bill.

The next point is this. In section 4 (1) of the Principal Ordinance it is stated that there is power to collect duty on Federated Malay States goods if they are brought in on the Federated Malay States Railways or the Johore

Railway. It is desired to remove that restriction and make the power to collect general; that is, it is desired that goods which are brought in otherwise than by rail, namely, by road or by river or possibly one day by aeroplane, shall be subject to duty as well as the others. The obvious way to do that is to remove the restriction which is contained in that section, and that is done by the latter part of clause 2 of the Bill.

The next innovation in this amending Bill refers to the same limitation in regard to goods brought in by rail, and that touches the right of search which is given by section 6 (1) of the Principal Ordinance. That gives the power of search over goods brought in by these Railways; that same phrase occurs again. It is desired to remove that restriction, and that is done by clause 4 of this Bill.

The last point is to remove this same restriction in the matter of penalties. At present, by section 12 of the Principal Ordinance, penalties can be imposed only on goods brought in on these Railways. It is desired to extend that to goods brought in by any means, railway or other.

I move that the Bill be read a first time.

Mr. BEATTY:—Sir, I rise to second the motion.

The motion was agreed to, and the Bill was read a first time.

The ATTORNEY-GENERAL:—Sir, as it is desirable that this Bill should be brought into action as soon as possible, I lay on the table a Certificate of Emergency, signed by Your Excellency, and move that the provisions of Standing Order No. XLI, so far as they relate to the passage, publication and notice in regard to Bills, be suspended in order that this Bill may be taken through all its stages to-day.

Mr. BEATTY:—Sir, I rise to second the motion.

The motion was agreed to.

The ATTORNEY-GENERAL:—Sir, I move that the Federated Malay States Export Duties Collection (Amendment) Bill be read a second time.

Mr. BEATTY:—Sir, I rise to second the motion.

The motion was agreed to, and the Bill was read a second time.

The ATTORNEY-GENERAL:—Sir, I move that the Council do now resolve itself into Committee to consider this Bill clause by clause.

Council in Committee.

Clauses 2, 3 and 4 are passed without amendment.

Clause 1 is amended by substituting the figures "1922" for the figures "1923" in the last line, and is passed as amended.

The title and enacting clause are passed without amendment.

Council resumes.

The ATTORNEY-GENERAL:—Sir, I beg to report that this Bill has been considered in Committee and passed with one amendment.

I move that the Bill be read a third time and passed.

Mr. BEATTY:—Sir, I rise to second the motion.

The motion was agreed to, and the Bill was read a third time and passed.

ADJOURNMENT.

The COLONIAL SECRETARY:—Sir, I beg to move that this Council do now adjourn until Monday, the 12th February, 1923.

The Council adjourned.

EMIGRATION TO MALAYA.

I.—GENERAL INFORMATION.

Historical.—Indian emigration to the Malay Peninsula dates from the commencement of the last century and originated in and was developed by the demand for labour which grew up simultaneously with the establishment of British power on the eastern side of the Bay of Bengal. "It was a purely voluntary movement on the part of the people, stimulated by their own interests and wishes; it was not assisted by any law, neither was it impeded by any law till the year 1857." Most of the emigrants came from Madras. In 1857 and again in 1859, Acts were passed for the regulation of passenger traffic in the Bay of Bengal and, as the effect of this legislation was to increase the expense of the voyage and lessen the number of emigrants, the employers of labour in the Straits resorted to a system of assisted emigration. They sent over agents to India to engage and advance money to persons willing to emigrate but too poor to pay the cost of the passage themselves, and it also became customary for ship-owners, merchants and others to recruit and carry over labourers either on commission from employers or as a speculation. This modified form of emigration was rendered legal by the passing of the India, Emigration Act 13 of 1864, which expressly excluded the Straits from the term "British India" although they were part of British India at this time and remained so until 1867. These provisions of the law, however, remained dormant and probably unknown for 6 years until in 1870 public attention was drawn to the state of affairs through certain prosecutions which had been started in Madras under the impression that a system of kidnapping Indian peasants for the Penang market had been set on foot. An enquiry was then instituted which showed that the supposed system of kidnapping did not exist. But the Madras Government declined to permit the continuance of emigration to the Straits unless it was legalized and made subject to all the checks and safeguards imposed by the existing Emigration Act. The Government of the colony protested against the "injustice of forbidding to Penang what was allowed to Tennasserim and Ceylon" and proposed that emigration should be allowed to the Straits, subject to the condition that the colony would establish at any port approved by the Government a Protector and a depôt at which the emigrants should be received and examined prior to embarkation; and that laws were passed in the Straits providing for the protection of the coolies so long as they remained in the colony. Meanwhile, Act 13 of 1864 was repealed by the Consolidated Emigration Act, No. 7 of 1871. But this did not in any way alter the position of the Straits Settlements and, in response to urgent representations of the Colonial Government, a notification was issued in 1872, which exempted the colony from the operations of the Act of 1871.

2. At this time, emigrants to the Straits fell into three classes:—

- (1) persons who went there on their own account without either any advance of money or engagement open or secret,
- (2) persons who got an advance or had their passage or subsistence paid and who made some sort of agreement or engagement as to future repayment, and
- (3) persons who went with a regular agreement as to terms of labour and pay.

The view of the authorities in India was that the second and third classes stood in need of protection, and a bill was accordingly introduced in the Indian Legislative Council on 14th September, 1876, of which the principal provisions were that the emigrant's maximum term of compulsory labour and a minimum wage should be fixed by law. This measure became law on the 14th March, 1877. The Colonial Government also passed an Ordinance on the 5th February, 1876, but it neither provided for a maximum term of labour nor a minimum wage. It did, however, provide for the appointment of a Protector of Immigrants. Originally, the Government of India had suggested a maximum term

for labour contract of two years. In August 1876, they agreed to a maximum term of three years, and, as the Ordinance of 1876 made the introduction of Indian emigrants into the colony, in violation of any conditions imposed by the Indian law, illegal, the Government of India did not press the requests for a maximum term of contract and a minimum wage further, contenting themselves with incorporating the necessary safeguards in the Act of 1877.

3. The attempts at restriction and regulation of the flow of labour, however, were doomed to failure because of the facility with which labourers could be shipped to the Straits from the French ports of Karikal and Pondicherry or by transshipping in Burma. Act 5 of 1877 accordingly was repealed by Act 21 of 1883. The emigration to the Straits Settlements thus became free of all legal restriction under the Indian law. The Madras Government, however, framed rules for the registration of licensed recruiters sent over by the Straits to recruit labourers in India. Persons engaged under these rules were also registered and on arrival in the Straits came under the provisions of the Indian Immigration Ordinance of 1884. All persons who had received advances as defined in the Ordinance were bound to execute three-year contracts on arrival in the Straits, or to repay the advances, but it was discovered in 1886 that in spite of these rules, out of 21,510 immigrants only 1,612 had been registered. They were cancelled in 1897.

4. *Organisation and Finance.*—The break-down of these rules was in no small measure the result of the changing economic conditions of the colony. When coffee planting developed and extended, long-term contracts became unnecessary and coffee planters began to recruit free labourers. From about 1900, rubber began to displace both sugar and coffee. The area of the plantations increased rapidly and the demand for estate labour became great. Complaints began to arrive that labourers recruited by employers at considerable cost from India were cramped by their unscrupulous neighbours. This was one result of the stress of competition for labour. To prevent such practices, which really hindered the development of the country, the Straits Government took up the whole question of labour supply in order to put it on a satisfactory basis and in 1907 the control and supervision of emigration was vested in an Immigration Committee consisting of the Superintendent of Immigrants (now Controller of Labour) as chairman, the principal medical officer of the Federated Malay States, the Director of Public Works of the Federated Malay States and four or five non-official members, generally estate agents or managers of estates. This Committee recommended that the cost of importing Tamil labour should be distributed among the employers of such labour and in 1908 the Indian Immigration Fund Enactment, which is incorporated in the Federated Malay States Labour Code of 1912, and in the Straits Labour Ordinance, 1920, was passed to give effect to the recommendation. The fund is maintained by contributions assessed on the amount of work done by their labourers, made by all employers of labourers native to the Madras Presidency, and is administered by the Controller of Labour under the authority of the Immigration Committee. Government is the largest contributor to this fund through the assessment which it pays on all Indian labour employed in the Railways, Public Works Department, Municipalities, Sanitary Boards and other departments.

5. The following items are borne by the Immigration Committee Fund:—

- (1) the salaries of inspectors of recruiting,
- (2) the train fares of the recruits, from the place of recruitment to the port of shipment,
- (3) the cost of feeding the intending emigrants at the camps after their arrival in Malay,
- (4) the cost of transporting the emigrants from India to their first place of employment in the Federated Malay States, Straits Settlements, etc., including all boat hire, steamer and train and motor-bus-fares and incidental expenses,
- (5) the cost of maintenance of a depôt for decrepit Indian labourers,
- (6) payment of interest upon sums borrowed by the Indian Immigration Committee,

- (7) payment of recruiting allowances which vary from 3 dollars to 5 dollars per head and are paid to employers in respect of each labourer imported by them from the Madras Presidency under the Committee's license, and
- (8) payment of cost of registering locally engaged labourers.

6. After arrival at Penang or Port Swettenham, labourers are quarantined in camps which have been built and are maintained at Government expense. Afterwards, they are removed to two large depôts at Penang and Port Swettenham, where the employer or his agent takes charge of them and conveys them to their places of employment.

7. The officers of the Colonial Government at Negapatam and Avadi take several precautions to ensure that recruiting is properly done. Each recruiting kangany is warned on arrival that irregular practices, such as dealing with professional recruiters and enticing minors without the consent of their parents will involve the loss of his license. The locality, namely, his own village in which he is to recruit, is noted on his license and if any of his recruits come from other localities they are rejected. Boys under 16 years of age are rejected unless they are accompanied by their parents or adult male relatives, and minor girls are rejected unless they are accompanied by their parents. Single women are rejected unless they are accompanied by male relatives who can look after them. Both at Avadi and Negapatam petitioners who have come in search of lost relatives are admitted to the camp and, if they find the persons they are seeking, are allowed to remove them without let or hindrance. In case of rejection, the emigrant is paid his railway fare back to his village and the amount is debited to the estate. The system is described in detail in the note submitted by Mr. Gilman to the Emigration Committee on September 1st.

8. *System of employment.*—The system of indenture was discontinued in 1910 while the last indenture expired in 1913. Indian labourers are now employed on monthly parole agreements under section 68 of the F. M. S. Labour Code, and section 9 of Straits Settlements Labour Ordinance, and can leave their employers after a month's notice or on the payment of a month's pay in lieu of notice or they may enter into written contracts under section 75 (i) (a) for a term not exceeding 300 days. No reductions may be made from wages for any sums advanced to an emigrant or expended on his recruitment before his arrival at the place of employment, nor is the labourer liable for the debt or default of another. The result is that the Indian labourer in Malay does not start in debt.

9. *Work, wages and punishments.*—The greater portion of Indian labourers in Malay are employed on rubber estates. The work consists chiefly of tapping and weeding and factory work. Tappers begin work at day break and bring in the latex to the factory about 11 A.M., and the regular day's work is over by noon. In the afternoon, they can do odd jobs if they like and for this they are paid extra. Weeding was in 1917 usually done on contract at from one dollar to 15 cents an acre according to the state of the land. The task for men tappers is from 300 to 400 trees according as the ground is hilly or level. Tappers began in 1917 at 25 cents to 35 cents a day and rose as they became efficient to 35 or 45 cents. Women tappers usually got 25 cents to 30 cents a day and boys and girls 10 to 15 cents. Factory labourers got 50 to 60 cents a day and overtime. By law no labourer is bound to work for more than 6 days in a week or more than six consecutive hours or more than nine hours a day. Wages must be paid at least once a month and that not later than, in the case of Muhammadan labourers, the second Thursday and, in the case of other labourers, the second Saturday of the next month. The cost of rice and food advanced by an employer may be recovered from labourers' wages which must otherwise be paid in legal tender. No interest may be charged and no deductions are admissible on account of fines for bad work. The monthly cost of living was estimated in 1917 at 6 dollars on the average. The present scale of wages is shown in the memorandum from the Straits Government. [Appendix I, paragraph II (6).]

The average cost of living as compared with the scale of wages earned was reported in January last by the High Commissioner to be as follows:—

	Wages.	Cost of living.
Men	17—8	10—15
Women	14—1	10—15

10. There is ample reason for believing that the average Indian labourer saves money during his employment in Malay. The reasons for the belief are:—

- (1) Every week large numbers of Indian labourers return from Malay which they could not do if they had no money, the passage alone costing in 1917 Rs. 22-8-0.
- (2) The post office returns show that on the 31st December 1915, 1,500 Indian labourers held 84,410 dollars in the Savings Bank. Some of these are no doubt Kanganies.
- (3) Personal enquiries conducted on board a ship showed that practically every labourer had saved something, the amount varying from 30 dollars to 200 dollars.

11. The Labour Codes in force in Malaya contained until recently several penal provisions for labour offences. Under the Codes these offences could be punished either by fine or imprisonment. By enactments passed in 1921 and 1922 the penalty of imprisonment provided in the Federated Malay States Labour Code was abolished for the purely labour offences. The sections providing penalties for neglect of labour, for a labourer disabling himself for work, and the provision authorising arrest of deserters or absconders were also repealed by the enactment of 1921. Similar action will, it has been ascertained, be taken by the Government of the Straits Settlements as soon as the conditions on which emigration to the colony will be permitted have been settled. The Governments in Malaya have further undertaken to delete altogether the provisions authorising recovery of the cost of arrest from the labourer, and the offences of refusing to proceed to a depôt; enticing emigrants from depôts; failure of immigrants to fulfil their promise to labour or to proceed to place of employment; carelessness or disobedience of lawful orders; and absence without reasonable cause.

12. *Housing, Sanitation and medical care.*—Ordinance 7 of 1911 lays down that “it shall be the duty of every employer to provide for every labourer employed by him on his estate who resides on such estate—

- (a) sufficient and proper house accommodation;
- (b) a sufficient supply of wholesome water;
- (c) sufficient and proper sanitary arrangements;
- (d) hospital accommodation and equipment;
- (e) medical attendance and treatment including diets in hospital;
- (f) a sufficient supply of medicines of good quality”.

Separate lines must be provided for labourers of different nationalities or races, and new lines have to be in accordance with approved type-designs. An employer wishing to engage labourers in a newly opened place has first to satisfy the Controller of Labour of the adequacy and suitability of the arrangements made for the residence and employment of labourers, and the Controller has power to prohibit the employment of additional labourers unless proper arrangements are made. These powers have been used where necessary by the Controller, and in one case the Chief Secretary to the Government exercised the power of prohibiting the employment of labour in an estate where malaria was very bad and prompt remedial action was not being taken. According to the testimony of Messrs. Marjoribanks and Marakkayar, the cooly lines which they

saw were commodious comfortable and those of recent construction were excellent. The total number of estates in Malay is approximately 1,493. There are 95 Government hospitals and 223 hospitals maintained by employers, capable of accommodating 12,000 patients approximately.

13. The Labour Code also empower the Controller to order an estate to establish and equip a hospital and provide a qualified resident medical practitioner and this power has been fully used in the case of hospitals.

14. *Indian population and sex proportion.*—The whole area of British Malaya is roughly 56,602 square miles, and the total population, according to the census of 1921, was 3,352,054. The Indians numbered 471,666, and formed 14 per cent. of the entire population. The total number of Indians on estates was 372,709 and was enumerated on 1,350 estates. The sex proportion has greatly improved during recent years, and at the last census was 1.9 male to one female. There has also been a remarkable increase in the number of Chinese women and the danger of Chinese enticing Indian women does not exist.

15. It will be noticed that recruiting arrangements are under the control of an official agency and free from the abuses incidental to an uncontrolled system. The welfare of the immigrant labourer in the colony itself is also the care of a Government department, namely, the Labour Department. The Controller of Labour and his deputies and assistants systematically inspect the estates. There are also labour officers stationed at Penang, in Dindings and Perak, who can speak and read Tamil. They also receive petitions and complaints and enquire into them. Their most useful work lies in settling disputes and in promoting harmonious relations between the employers and the employed. The objectionable penal provisions and the penalty of imprisonment have either been or will be removed.

II. *Action taken with the advice of the Standing Emigration Committee.*

16. The Standing Emigration Committee met at Simla on the 20th and 21st June 1922 to consider the question whether the emigration of Indian labour to Malaya should continue after the 5th March 1923, after which date it comes under the operation of the Indian Emigration Act, 1922, and if so, on what terms. The conclusions arrived at by the Committee were intimated to the Colonial Governments concerned in this Department letter No. 333, dated the 3rd July 1922 (Appendix II). The replies of the Colonial Governments are contained in the letters, dated the 25th and 29th July, appended to this note (Appendices III and IV).

17. Meetings of the Standing Emigration Committee were again held in Simla on the 1st and 5th September 1922 to consider the replies of the Colonial Governments and to meet a deputation sent by them. The recommendations made by the Committee were put before the Colonial Governments in this Department letter No. 526-527, dated the 11th October 1922 (Appendix V).

18. The Colonial Governments have in their letters, dated the 30th November 1922 (Appendices VI and VII), expressed their willingness to accept all the conditions which the Committee suggested should be embodied in the Notification to be issued under section 10 of the Indian Emigration Act permitting emigration to Malaya. With one exception they are also prepared to adopt the further recommendations made by the Committee which are not to be inserted in the Notification referred to. The recommendation which the Colonial Government are unable to accept relates to the admission of Indians to the Malayan Civil Service. The Colonial Governments have explained that their inability is due to their apprehension that the adoption of the suggestion will interfere with the legitimate aspirations of the Malays. The Government of India presume that the Colonial Governments admit domiciled Indians to the Civil Service, but have addressed an enquiry to the latter to elucidate the point.

19. The conditions to be embodied in the Notification permitting emigration to Malaya, which the Standing Emigration Committee recommended and which the Colonial Governments have accepted, have been laid on the table of both Chambers of the Legislature.

Appendix I.

MEMORANDUM BY THE GOVERNMENT OF MALAY.

MEMORANDUM ON THE SYSTEM OF RECRUITING INDIAN LABOURERS FOR MALAY AND THE ARRANGEMENTS FOR THEIR WELFARE AFTER ARRIVAL IN THE COUNTRY.

I.—Recruiting.

The system of recruiting which obtains at present is that described in the following paragraphs of the Report by Messrs. Majoribanks and Marakkyar, there having been no change in the system since that report was written :—

" 18. When an estate manager or other employer wishes to recruit Indian labour, he selects his own recruiters from amongst his labour force and applies to the Indian Immigration Committee at Penang for a license."

" Licenses (form in Appendix XI) to recruit labourers in the Madras Presidency are then issued to these persons (kanganies so-called) on the authority of the Chairman of the Immigration Committee and are granted free of charge. Blank license forms are sent to any employer on application to any of the Labour officers, and when the required details have been filled in the licenses should be sent to the Deputy Controller of Labour, Penang, for registration and signature. Such licenses are not issued to persons under the age of 21 years. The Controller and Deputy Controller of Labour have full powers to refuse licenses or to cancel licenses."

" 19. At Madras and at Negapatam emigration offices have been established by the Colonial Government under the charge of their officers. The agent at Madras, Mr. Bathurst,

*Waltair.	Katpadi.
Bezwada.	Tindivanam.
Gudur.	Negapatam.
Tanjore.	Trichinopoly.
Manapparai.	Kodikanal Road.
Brode.	Tirur.

is an officer of the Colonial Civil Service. The agent at Negapatam, Dr. Ford, is an officer of Straits Medical Service. There are also fourteen recruiting inspectors stationed at various places* in the Madras Presidency, whose duty it is to assist Kanganies, help in forwarding their recruits and to pay their train fares."

" The kangany on receipt of his license proceeds to Madras or Negapatam, and has his license registered in the office of the emigration agent."

" The license is valid for six months only but the emigration agent may renew it for further periods of three months at a time if he is satisfied that the kangany is likely to recruit the number specified in his license if given more time. The number of recruits is limited in any license to 50. After his license has been registered, the kangany has to go to either Messrs. Binny and Company, or Messrs. the Madura Company, Negapatam. These firms are the British India Steam Navigation Company's agents, and generally act as financial agents in India for employers in the Straits. In addition there is the Malay Peninsula Agricultural Association Agency in Madras and Negapatam, who also act as financial agents for certain estates in the Straits. The employer when sending his kangany, to recruit, therefore, makes arrangements with such agents to finance the kangany, and according to the instructions received these agents make advances to the kanganies, and pay commission for each labourer actually produced by the kanganies and shipped."

" By this system the risk is avoided of giving to the kangany large advances in cash in Malay which he might very likely squander. The firms mentioned above have agents in Malay to whom they cable, on the occasion of every shipment, the number of labourers shipped for each estate; the local agents inform the employers and it is thus possible for each employer to know before arrival of the steamer the number of labourers shipped for him."

" After receiving an advance (usually about Rs. 20) from the financial agents, the kangany proceeds to find labourers willing to emigrate. When he has succeeded in getting together as many as he thinks it practicable to obtain at the time, the kangany takes them to the nearest railway station and thence to the Straits Government Camps or depôts (Avadi near Madras) or Negapatam, where the intending emigrants are accommodated and fed until shipment. The emigrants are examined medically before embarkation but the examination is of a searching character. Cases of enlarged spleen and poor physique are rejected. Women are not examined at all."

" The trainage of the emigrants to Madras or Negapatam is paid for by the Recruiting Inspector (if there happens to be one at the station where the emigrant are first entrained), or advanced by the kangany and afterwards recovered by him from the Emigration Agent (Madras) or Superintendent of the Emigration Depôt (Negapatam). After the emigrants are shipped the kangany receives his commission less the advance already received, from the financial agents of his estate and again looks for recruits or he returns to the estate if he has got his complement, or thinks he cannot get within the time allowed him on his license."

II.—Arrangements for the welfare of Indian labourers in the Straits Settlements and Federated Malay States.

1. *Political and Municipal rights.*—Indians in Malay possess the same Political and Municipal rights as those of other nationalities.

2. *Restrictions on immigration.*—There are now no restrictions in force, whether by means of passport regulations or by law, on the immigration of such classes of Indians as traders, tourists, professional gentlemen, etc.

3. *Land for colonisation.*—Indian immigrants have equal facilities with others for obtaining grants of land, both for colonisation and residence immediately they arrive in the country. The form and conditions of title are simple and terms easy. It is the policy of the Governments to encourage Indian immigrants to take up land both for permanent cultivation and residence.

4. *Relations between employers and employed.*—No long-term contracts are entered into between employers and employed: the labourer starts, free of advances, on a verbal engagement, which he can terminate at any time by giving one month's notice.

If a labourer gives lawful notice and it is disregarded by the employer, the labourer can appeal to the Labour Department, which at once takes up his case. If a labourer informs his employer that he wishes to make any complaint to the Department, the employer is compelled, under penalty under section 117 of the Labour Code, so to inform the Controller.

5. *Outstanding indentures.*—For many years past there have been no outstanding indentures.

6. *Scale of wages.*—The rates of wages ruling to-day, though varying in different districts, average from 35 cents to 45 cents (Straits) per diem for men, and 30 cents to 35 cents for women. At a rate of exchange Rs. 175 to 100, the rates approximate to 10 to 12 annas for men and 8 to 10 annas for women.

Some employers pay a bonus to labourers who work 25 or 26 days in a month.

7. *Housing arrangements.*—Employers are compelled under sections 189-191 of the Labour Code to provide suitable and healthy housing accommodation for their labourers to the satisfaction of the Labour Department: such accommodation is periodically inspected by officers of the Department.

Standard designs have been prepared by Government, and employers are compelled under section 192 of the Code to follow one or other of them unless the Controller of Labour gives special permission to erect another type.

8. *Provision of garden plots.*—Most employers readily grant garden plots to their labourers and give every encouragement to them to plant foodstuffs. The necessary seeds, tuber, etc., are usually given free.

9. *Medical arrangements on estates.*—Perhaps a general idea of the provisions of the Labour Code regarding medical arrangements on estates can best be obtained by a perusal of the marginal notes of Part VIII of the Labour Code. It contains six chapters (XVI to XXI) and 31 sections (Nos. 187-217). The marginal notes are as follows:—

PART VIII.

PROVISIONS RELATING TO THE HEALTH OF ASSISTANTS AND LABOURERS.

CHAPTER XVI.

Section 187	.	.	Interpretation.
" 188	.	.	(i) House accommodation for assistants.
			(ii) Order in respect thereof.
" 189	.	.	Provision to be made for labourers on an estate by the employer.
" 190	.	.	(i) House accommodation to be sanitary.
			(ii) Penalty for housing in insanitary building.
" 191	.	.	Separate lines to be provided for each nationality or race.
" 192	.	.	Permanent lines to be in accordance with approved design.
" 193	.	.	Surroundings of lines to be kept clean.
" 194	.	.	Insanitary lines.

CHAPTER XVII.

Water-supply.

Section 195	.	.	(i) Water-supply to be adequate.
			(ii) Penalty for not providing adequate water-supply.
" 196	.	.	Protection of water-supply.
" 197	.	.	Protection of wells.
" 198	.	.	Water-supply insufficient or unwholesome.

CHAPTER XVIII.

Sanitary arrangements.

- Section 199 . . . (i) Disposal of night-soil.
 (ii) Penalty.
 „ 200 . . . Defective latrine accommodation. Order by Controller.
 „ 201 . . . Use of disinfectants.

CHAPTER XIX.

- Section 202 . . . (i) Employer to maintain estate hospital.
 (ii) Hospital for two or more adjacent estates.
 „ 203 . . . (i) Maintenance and treatment of contract labourer in hospital. (N. B.—Applicable only to Javanese.)
 (ii) Maintenance and treatment of labourer under agreement.
 Section 204 . . . Sick labourer admitted to a Government hospital.
 „ 205 . . . Penalty for not taking sick labourer to hospital.
 „ 206 . . . Estate hospitals to be visited by a qualified medical practitioner.
 „ 207 . . . Estates on which a hospital is not maintained.

CHAPTER XX.

- Section 208 . . . (i) Duty to report suspected case of infectious disease, etc.
 (ii) Penalty for neglect.
 „ 209 . . . (i) Duty of employer to make special provision for infectious cases and contacts.
 (ii) Powers of Medical Officer to remove infectious cases and contacts.

CHAPTER XXI.

General.

- Section 210 . . . (i) Employer to provide appliances for conveying labourers to hospital.
 (ii) Removal of labourer to hospital.
 „ 211 . . . (i) Duty of Kanganies, etc., to report cases of sickness.
 (ii) Penalty.
 „ 211-A . . . Rations may be ordered to be supplied according to prescribed scales, and reductions in respect thereof may be made from wages.
 „ 211-B . . . Special order for cooked rations hospital rations.
 „ 211-C . . . Cooks.
 „ 211-D . . . Penalty for dealing in rations supplied.
 „ 211-E . . . Supply for rations or rice and deduction from wages by agreement.
 „ 211-F . . . Particulars of rations and deductions to be notified to labourers.
 „ 212 . . . Power of Medical Officer to order quinine, etc., to be administered.
 „ 213 . . . Daily inspection of lines.
 „ 214 . . . (i) Employer may make sanitary regulations.
 (ii) Penalty.
 „ 215 . . . Neglect by employer to comply with orders.
 „ 216 . . . Neglect by resident manager to comply with orders.
 „ 217 . . . Offences against sections 191 and 258.

10. *Repatriation.*—The labourers are free agents who can terminate their employment at any time by month's notice (see paragraph 4 above) and there is therefore no real obligation on the temporary employer to repatriate them. The Indian Immigration Committee repatriates, free of charge, any sick or decrepit Indians that apply for repatriation, and sends them to their own village with a small gift of money.

It may be stated that the Indian Immigration Committee is a Committee appointed by the Governor, consisting of the Controller of Labour, two other senior officials and six unofficials representing planting interests. Their chief duties are to fix and collect assessment payable by employers, administer the Indian Immigration Fund, and incidentally to advise Government on General labour questions (*vide* section 151 of the Labour Code).

11. *Validation of marriages.*—The question of registering Indian marriages contracted in the country has been under consideration for some time: a bill has been drafted and referred to a Committee of Indian gentlemen for report.

12. *Educational facilities.*—There are altogether 105 Tamil schools in the Federated Malay States, and many more in the Straits Settlements and Unfederated Malay States. Of this number ten are Government schools, and ninety-five come under the "Grant-in-Aid" system.

A large number of estates have schools on the estate for Indian children.

There are in addition, many schools—Government and private—which give an education in English to all nationalities.

Education at estate and vernacular schools is free: at the English schools a small monthly fee is charged.

13. *Service of steamers to and from India.*—Under a contract between the British India Steam Navigation Company and the Government a weekly service of steamer each way is maintained between India and Malay. Extra ships are put on if necessary.

The following ships maintain the service at present:—

	Tons.
S. S. "Tara"	3,651
S. S. "Thongwa"	3,428
S. S. "Teesta"	3,428

14. *Proportion of males and females.*—The following figures show the number of male and female adults and minors who have been recruited from India during the past three years:—

	Male adults.	Female adults.	Minors (under 10 years of age.)
1918	38,013	11,681	5,889
1919	62,006	16,904	9,111
1920	56,293	14,218	8,341

15. *Quarantine arrangements.*—There are excellent quarantine stations at Penang, Port Swettenham and Singapore, which are under the direct control and supervision of the Medical Department.

Complete arrangements are made for housing and feeding free of charge.

16. *Attitude of resident Indian community.*—The attitude of the Indian community resident in Malay is entirely favourable towards fresh emigration from India.

17. *Labour laws and penal clauses.*—A copy of the Labour Code in force in the Federated Malay States is forwarded herewith. A similar law is in force in the colony. Sections 229 to 238 deal with offences by labourers.

The marginal notes, set out hereunder, indicate the tenor of these sections:—

CHAPTER XXIV.

Offences by labourers.

Section 229	.	.	Offences by labourer.
" 230	.	.	Wilful breach of agreement (or contract) by labourer in conjunction with others.
" 231	.	.	Neglect to labour.
" 232	.	.	Disobedience to orders and refusal to work.
" 233	.	.	Expenses of arrest.
" 234	.	.	Penalty for absence during working hours.
" 235	.	.	(i) Meaning of desertion, (ii) Meaning of attempt.
" 236	.	.	Meaning of reasonable excuse.
" 237	.	.	Arrest of deserters and absentees.
" 238	.	.	Labourer disabling himself.

The cases brought into court are very few in number except in respect of crimping (section 225) and in these cases it is the crimper, and not the labourer, that is the real object of the prosecution.

Having regard to the fact that the labourer, as stated above, is free to leave on giving a month's notice, it is only fair to the employer to protect him against the crimper who takes away the labourer without that notice having been given.

18. *Employers' knowledge of Indian language.*—With reference to paragraph 30 of the Marjoribanks and Marakkayar Report in which attention is drawn to the inability of many estate managers to speak the labourers' language it may be stated that the study of such languages has been greatly encouraged.

Systematic examinations are held half-yearly, conducted by an officer of the Labour Department.

Prizes are offered by the Indian Immigration Committee and others for proficiency.

W. PEEL,

Acting Controller of Labour, S. S. and F. M. S.

5th August, 1921.

Copy of paragraph 30 of the Marjoribanks and Marakkayar Report.

* * * * *

30. The Code and the similar Ordinances in the colony proper are administered by the Controller of Labour and his deputies and assistants with the aid of the various district medical or health officers. All these officers systematically inspect estates and other places where labourers (Indian and others) are employed. The form of a labour officer's report is printed as Appendix XIV and shows that all matters in any way concerning the labourers' health and welfare receive notice. Besides the Controller, there are at present seven Labour officers of whom three are stationed at Penang for supervision of Indian labour employed in province Wellesley, the Dindings and Perak, two at Kuala Lumpur for the greater part of Selangor, one at Seremban for Negri Sembilan and Malacca and one assists the Controller at the Headquarters, Kuala Lumpur.

All these officers know to speak Tamil and to read petitions in Tamil.

The officers of the Labour Department also receive petitions and complaints from labourers and enquire and take action thereon. Indeed, apart from health and sanitation the most useful work of the Labour officers lies in settling disputes and misunderstandings between employers and labourers and in promoting harmonious relations between them. The annual reports of the Controller give details of such work. Generally speaking, trouble between an estate manager and his Indian labourers is mainly due to the inability of the former to communicate readily with the latter in their own language. Besides leading to actual misunderstanding, the inability of manager to speak directly with his labourers allows of the gang headmen and other subordinates (kanganies or mandors) getting too much influence over the labourers,—a state of thing that does not conduce to the benefit either of the labourer or of the estate.

* * * * *

Appendix II.

No. 333-R.A., dated Simla, the 3rd July 1922.

To— { (1) The Hon'ble the Colonial Secretary, Straits Settlements.
(2) The Secretary to the Government of the Federated Malay States, Singapore.

SUBJECT.—*Emigration of Indian labourers to the Straits Settlements.
Federated Malay States.*

I am directed to invite a reference to the correspondence ending with the telegram from His Excellency the Governor, dated the 13th June 1922, regarding the above subject. the High Commissioner, dated the 20th June 1922

2. The Government of India have placed copies of the memorandum received from the Colonial Government on the system of recruiting Indian labourers for Malay and the arrangements for their welfare after arrival in the country, together with the correspondence that has been exchanged and extracts of the laws referred to before the Emigration Committee. As

a result of their consideration, they have recommended that the following terms and conditions should be specified under section 10 of the Indian Emigration Act of 1922 :-

- (1) No emigrant within the meaning of the Indian Emigration Act, 1922 (VII of 1922), shall proceed to the Straits Settlements Federated Malay States unless recruited through an officially licensed agent. The rules under the Act, a draft of which is being forwarded to you separately, prescribe the procedure for the licensing of agents.
- (2) The Government of the Straits Settlements Federated Malay States shall co-operate with the Government of India in securing that migration of British subjects or subjects of Indian States takes place only through British ports.
- (3) The Colonial Government Government of the Federated Malay States shall agree to the appointment of an Agent of the Indian Government in the Straits Settlements Federated Malay States if so desired.
- (4) The Straits Government Government of the Federated Malay States shall, on the recommendation of the Agent of the Government of India, repatriate free of cost any emigrant who may demand repatriation on reasonable grounds such as ill-health, unsuitability of work or ill treatment, within a year of his arrival in the Colony. Pending the appointment of the Agent the Controller of Labour shall exercise this power.
- (5) The Straits Government Government of the Federated Malay States shall furnish such periodical Reports and returns as may be required from time to time by the Government of India regarding recruitment in India and the welfare of the Indian emigrants in the Colony.
- (6) Contracts entered into either in Malaya or India shall not be legal for a period exceeding 1 month and no change shall be made in the provisions of the existing law prohibiting written contracts on the part of Indian emigrants.

Before proceeding further with these proposals, the Government of India invite an expression of the views of the Colonial Government Government of the Federated Malay States regarding them.

3. Apart from these conditions, which will be embodied in a formal notification under section 10 of the Act, I am to make the following suggestions for the consideration of the Colonial Government Government of the Federated Malay States :-

- (1) An Indian should be appointed on the Immigration Committee to represent the interest of Indian immigrants.
- (2) The following amendments should be made in the Straits Labour Ordinance, 1920 Labour Code, 1912
 - (a) Section $\frac{220}{233}$ should be repealed.
 - (b) The word "insolence" should be expunged from section $\frac{217 (c)}{229 (c)}$.
 - (c) Provision should be made to prevent section $\frac{217 (b)}{229 (b)}$ being used so as to stultify the system of one month's notice.
- (3) Children under the age of 10 years should be prohibited from engaging in labour on estates.
- (4) Steps should be taken to ensure that the estates make no profit on the supply of rice to labourers.

The Government of India would be glad to know whether the Colonial Government Government of the Federated Malay States have any objection to adopting these suggestions.

4. I am to request that the Government of India may kindly be supplied with information on the following points :-

- (i) The general health conditions of estates in the Straits Settlements Federated Malay States and in particular the mortality for the last five years of the adult Indian population employed on estates and the number of such population according to the census of 1921.
- (ii) Are there any Indians on the Legislative Council Federal Council and State Councils and if not, would there be any objection to appointing an Indian? What are the principles on which members of the Councils are appointed?
- (iii) The average length of the period during which an Indian labourer remains in the Straits Settlements Federated Malay States.

- (iv) The number of Chinamen employed on estates and the average wages paid to them. The comparative efficiency of Chinese and Indian labourers if both are employed on same kind of work as compared with the rates of wages earned. The average wages earned by Indian were considered somewhat low and doubts were expressed as to whether they represented the full market value of their labour.
- (v) The steps taken or intended to be taken to encourage or make compulsory education among the children of Indian labourers.

5. I am to invite a reference to the correspondence ending with my letter No. 61-R A, dated the 4th February 1922, to the Secretary to the High Commissioner for the Malay States regarding the opening of Indian emigration to the States of Trengganu and Brunei. I am to say that the Government of India are prepared to recommend to the Indian Legislature emigration to these States and to other Un-federated States recommended by His Excellency the High Commissioner, provided they accept similar conditions to those applied in the case of the Federated Malay States and enact laws similar to the Labour Code of 1912 as subsequently amended. In this connection, I am to draw attention to section 18 of the Brunei Indian Immigration Enactment, 1920, which prescribes the penalty of imprisonment for a labour offence.

6. I am to add that the Standing Emigration Committee will reassemble at Simla on the 29th August. It would be convenient, therefore, if the reply of the ^{Colonial} Government of the Federated Malay States reaches the Government of India by the beginning of August next. The Government of India will welcome any deputation which the ^{Colonial Government} Government of the Federated Malay States may desire to send to represent their views at the meeting of the Committee.

Appendix III.

Letter from the Chief Secretary to the Government of the Federated Malay States, No. G.-1781-1922, dated Kuala Lumpur, the 28th July 1922.

I have the honour to address you with reference to your letter No. 333-R.A., dated the 3rd July 1922, on the subject of the emigration of Indian Labourers to the Federated Malay States.

2. A letter in similar terms having been received by the Colonial Secretary, Straits Settlements, it seemed most convenient, inasmuch as the matters treated of in paragraphs 2 and 3 of your letter applied equally to both Administrations, that a joint reply should be sent, and as it was desired that this should reach the Government of India by the beginning of August, that this should be telegraphed.

3. The telegram despatched by the Colonial Secretary on the 22nd instant (as decoded) is as follows :—

“ Reference letter No. 333-R.A., dated 3rd July, paragraph 2 conditions (2), (4), (5), (6) agreed. Condition (1) impossible reply definitely until receipt of draft rules. Condition (3) please see paragraph 3 of Guillemard's Despatch No. G.-2229 of 17th August 1921. Your paragraph 3 suggestions (1) (2) (4) agreed (3) accept principle. Information asked for in your paragraph 4,5 follows by mail. Propose send deputation consisting of Controller, Labour and Planting Representative. Please regard this a reply from Chief Secretary, Federated Malay States also Colonial Secretary.”

4. I have only to add with reference to the conditions specified in your 2nd paragraph.—
- (a) The request that consideration of condition (1) be deferred until the deputation from this country have had an opportunity of putting their views before the Standing Committee.
- (b) With regard to condition (3) it is also hoped that the Government of India before coming to a final decision will await the views of the deputation.

5. As regards the suggestions put forward in your paragraph 3 for the consideration of the Federated Malay States Government, it will be seen that (1), (2) and (4) are accepted unreservedly. With regard to (3), legislation has already been introduced in the Federated Malay States, Enactment 1 of 1922, passed at the last meeting of the Federal Council on 19th June 1922, copies of which will be forwarded as soon as it has been printed. The age limit of absolute prohibition under section 10 (i) of this Enactment has been fixed at 7 years, but there are powers under section 10 (ii) to regulate the employment of children above that age. No legislation on the subject has yet been introduced in the Colony. It is suggested that consideration be deferred until the deputation have been heard on this question.

6. The information asked for in your paragraph 4 can be more conveniently supplied separately and the following information applies to the Federated Malay States only, similar particulars being furnished for the Straits Settlements by the Colonial Secretary.

(i) A statement is attached A showing the mortality for the last five years of the adult Indian population employed on estates, together with figures of population according to the census of 1921. The general health conditions show progressive improvement in recent years.

(ii) There are no Indians on the Federal Council nor on any of the State Councils.

The State Councils do not deal with matters affecting the Indian community, such matters being solely dealt with by the Federal Council.

The whole question of the constitution of the Federal Council both as regards representation and extension of membership is now under the consideration of the Government, but owing partly to the extraordinary diversity of races, and partly to the peculiar political constitution of these States, it is necessary to proceed with extreme caution in introducing any modification of the existing order. The Indian educated community, even including Government officials, is very small. It comes from all parts of India, and is in no way representative of the agricultural labourer from the Madras Presidency. On all these grounds, it is felt by this Government that the time has scarcely come for the appointment of an Indian Member on the Council.

The Unofficial Members are all nominated by the High Commissioner with the approval of His Majesty the King.

(iii) It is difficult to give accurate information on this point; there has, however, recently been a tendency for labourers to remain longer in Malaya, and whereas the average length of stay, excluding those who settle permanently, used to be estimated as two years at the present time it is probably from two to four years.

(iv) Figures of Chinese labour employed on places of employment from which returns are required under section 113 Labour Code are given in the statement attached A.

There were only 25,712 so employed at the end of 1921. It will be seen that the numbers have fluctuated more widely than those of the Indian labour force.

It is difficult to arrive at an estimate of the average earnings of Chinese Estate labourers at the present time owing to the abnormal trade conditions, but \$15 per mensem may be taken as a rough approximation.

Chinese labourers on estates were before the present trade depression employed practically entirely on contract work—they are now found on many places of employment accepting daily wages at practically the same rates as Indians.

In the case of Indians a change in the opposite direction has been in progress—whereas formerly they were practically all on day wages, on many estates they are now working on contract (*i.e.*, piece work), so that one effect of the “slump” has been a tendency to assimilate the standards of labour value of the various races.

The standard of wages for Chinese labourers is still undoubtedly higher than for Indians. The relative value of their labour for estate work is largely a matter of opinion, but obviously where a Chinaman receives higher wages it is because his employer considers his services more valuable.

One reason why in normal times Chinese on estates command higher wages is the competition for their labour by other forms of more arduous employment to which Indians are not attracted.

(v) Except for Malay vernacular schools, at which attendance by Malay children is compulsory, all education in this country is voluntary, and with the exception of the Chinese schools which receive no Government assistance, all schools are either entirely conducted by Government or are eligible for grants-in-aid. In the towns admission is open to the children of Indian labourers to Tamil Vernacular School or to other institutions where they may learn English side by side with the children of other races. Both Tamil Vernacular and other schools in towns to which Tamils have admission are supported by Government grants-in-aid and are under the supervision of the Federal Education Department. On Estates there are three types of schools in which a Tamil boy or girl can obtain a knowledge of reading, writing and the essentials of arithmetic. The types are:—

(a) “Recognised” Schools supervised by the Federal Education Department which conducts examinations and determines the grant-in-aid to be made by Government in each instance. The estate receives the Government grant and defrays all expenditure in excess.

- (b) Schools not under the control of the Federal Educational Department of any other Government institution but supervised by the estate authorities. The estate defrays all expenditure.
- (c) Schools not under the control of the estate or Government but conducted generally in connection with the Temples. Those on which this type is found are small estates, the number of school children varying from anything up to 15.

The Labour Department makes it a point to inspect all these schools—apart from what is done by the Education Department—and is consulted by the latter Department in most matters connected with estate education.

The Education Department sends Tamil inspecting officers to all estate schools in receipt of a grant-in-aid.

The number of State-aided estate schools was 95 in 1921, the grants-in-aid to which totalled \$23,565.

A copy of the conditions under which grants-in-aid can be obtained by Estate Schools is attached B.

The latest reports from the Education Department show an increase in the number of these schools during the present year.

7. With reference to paragraph 5 of your letter, I have to say that the States of Treuaganu and Brunei are prepared to accept similar conditions to those applied in the case of the Federated Malay States, and to make the necessary amendments in their labour laws to bring them into conformity with the Labour Code of 1912 as subsequently amended. I can also give a similar assurance on behalf of the Governments of Kodah, Kelantan, Perlis and Johore.

8. I have to thank you on behalf of this Government for the courtesy extended by the Government of India in offering to welcome a deputation. As already telegraphed it is proposed to send a deputation consisting of one official, the acting Controller of Labour, Straits Settlement and Federated Malay States (Mr. E. W. P. Gilman, Malayan Civil Service), and one representative of the Planting Industry who will be Mr. T. J. Cumming, Chairman of the Planters Association of Malaya. It is proposed that they shall travel *via* Madras leaving Penang by the British Indian steamer on the 19th August; arriving at Madras on the 23rd and proceeding thence by rail, they should reach Simlain the afternoon of the 27th August.

A.

Health on Estates (Indian Labourers.)

	Indian labourers on estates.	Number of deaths.	Death-rate.	F. M. S. All races death-rate.
1816	129,964	2,860	22.00	30.06
1917	140,346	3,144	22.40	34.17
1918	144,719	7,786	53.80*	52.85
1919	147,229	2,747	18.65	29.37
1920	162,585	3,910	24.05	32.34
1921	133,762	2,632	19.67	29.18

* Influenza

Figures of population, from 1921 Census.

Total Indian population, Federated Malay States	304,637
Total Estate population, Federated Malay States, (all other races)	235,851

Particulars of Chinese Labour.

Chinese returnable under section 113, Labour Code.

1921	25,712
1920	40,866
1919	61,089
1918	46,372
1917	55,240

Conditions for Grants-in-Aid Estate Tamil Schools.

1. The school must not be ran for profit.
 2. The school must be open for not less than 200 days in each year.
 3. It must be open at school sessions to inspection by Officers of the Department.
 4. The school must be open at least 2 hours daily, though a longer period is desirable (between 8 P.M. and 6 P.M. would be, as a rule, the most suitable hours, though in some cases a morning session is preferred).
 5. There should be a separate building, sufficiently large, and in a healthy position. The floor should be of wood or concrete.
 6. The furniture should consist of black boards, a cupboard, a clock, a table and a chair. Desks and benches are necessary if the floor is of concrete, and are in many cases desirable for the older pupils.
 7. *Books, Slates* should be provided, as required for each child.
 8. An admission Register, recording date of admission and other particulars regarding each pupil, and an attendance register should be kept. The attendance register must be marked daily, one hour after the hour fixed for the opening of the school.
 9. *A diary* (any blank book) should be kept for recording results of inspections and any event affecting the school.
 10. A record should be kept of any expenditure on the school—for salaries, repairs to buildings, equipment, etc., and of income—if any. A return is to be furnished at the close of the year.
 11. *Monthly Return* of attendance, forms for which will be supplied, must be sent to the Inspector of Schools, not later than the 7th of the following month.
 12. There should be at least one teacher for every 40 pupils. If possible a trained teacher should be secured, but as the supply of these is limited, any well educated man with some experience of teaching will do. There should not be appointed as teacher any employee whose other duties will interfere with the regular discharge of the school duties.
 13. The work done in each class is detailed in the Code—and a copy of the work up to standard III is attached.
 14. Text books, slates, chalks, registers, etc., may be obtained from the office of the Inspectors of schools, at cost price.
 15. The rates of grant have been increased and are as follows :—

Up to standard III (including)	Above standard III.
Grade III. \$6 per head	\$7 per head.
Grade II. \$7-50 per head	\$10 per head.
Grade I. \$10 per head	\$14 per head.
- (a) The grant is calculated per head of pupils in average attendance, so that regular attendance is from this, as from other points of view important.
- (b) The grade is fixed after consideration of attendance, the progress of the pupils, the efficiency of the teacher, the adequacy of the equipment and the suitability of the building and furniture.
- (c) Grants will be awarded only where a serious attempt to fulfil the conditions is made.
- (d) The rates of grant have been increased in order to encourage improvements in the buildings, staff and equipment of the schools and a higher standard will now be required.

Appendix IV.

LETTER FROM THE GOVERNMENT OF THE STRAITS SETTLEMENTS, No. 213-1922 (CONFIDENTIAL)
DATED THE 29TH JULY 1922.

Emigration of Indian Labourers.

I am directed to address you with reference to your letter No. 333-R. A., dated the 3rd July 1922, on the above subject:

A letter in similar terms having been received by the Chief Secretary, Federated Malay States, it seemed most convenient, inasmuch as the matters treated of in paragraphs 2 and 3 of your letter applied equally to both Administrations that a joint reply should be sent and as it was desired that this should reach the Government of India by the beginning of August that this should be telegraphed.

3. The telegram despatched on the 22nd instant (as decoded) is as follows :—

“Reference letter No. 333-R. A, dated 3rd July. Paragraph 2, conditions 2, 4, 5, 6 agreed. Condition (1) impossible, reply definitely until receipt of draft rules. Condition (3) please see paragraph 3 of Guillemaud's Despatch No. G.-2229 of 17th August 1921. Your paragraph 3, suggestions (1), (2), (4) agreed, (3) accept principle. Information asked for in your paragraph (4) (5) follows by mail. Propose send deputation consisting of Controller, Labour and Planting Representative. Please regard this a reply from Chief Secretary, Federated Malay States, also Colonial Secretary.”

4. With reference to the conditions specified in your second paragraph I am to express the hope—

- (a) that consideration of condition (1) may be deferred until the deputation from this country have had an opportunity of putting their views before the Standing Committee;
- (b) that the Government of India before coming to a final decision as to condition (1) will await the views of the deputation.

5. As regards the suggestions put forward in your paragraph 3 for the consideration of the Colonial Government it will be seen that (1), (2) and (4) are accepted unreservedly. With regard to (3) legislation has already been introduced in the Federated Malay States, Enactment I of 1922 passed at the last meeting of the Federal Council on 19th June 1922, of which you will receive copies from Federated Malay States Government. The age-limit of absolute prohibition under section 10(i) of this Enactment has been fixed at 7 years but there are powers under section 10(ii) to regulate the employment of children above that age. No legislation on the subject has been introduced in the Colony. It is suggested that consideration be deferred until the deputation have been heard on this question.

6. The information asked for in your paragraph 4 can be more conveniently supplied separately and the following information applies to the Straits Settlements only, similar particulars being furnished for the Federated Malay States by the Chief Secretary :—

- (i) A statement A is attached showing the mortality for the last five years of the adult Indian population employed on estates together with figures of population according to the census of 1921. The general health conditions show progressive improvement in recent years.
- (ii) There are at present no Indians on the Legislative Council, but the whole question of the constitution of the Council both as regards representation and extension of membership is already under consideration, and in this connection the question of Indian representation will also receive consideration and a further reply in the matter sent to you though it may possibly be some time before a final decision in the matter is reached. At present unofficial members are all appointed by His Majesty the King on the recommendation of the Governor but in two cases the Chambers of Commerce (Singapore and Penang) submit nominees.
- (iii) It is difficult to give accurate information on this point, there has, however, recently been a tendency for labourers to remain longer in Malaya and whereas the average length of stay, excluding those who settle permanently, used to be estimated as two years, at the present time it is probably from two to four years.
- (iv) Accurate figures are not available for the number of Chinese employed on estates in the Straits Settlements prior to the introduction of the Labour Ordinance, 1920 but the returns for 1921 show a total of 14,873 at the end of that year. It is difficult to arrive at an estimate of the average earnings of Chinese Estate labourers at the present time owing to the abnormal trade conditions but \$15 per man may be taken as a rough approximation.

Chinese labourers on estates were before the present trade depression employed practically entirely on contract work—they are now found on many places of employment accepting daily wages at practically the same rates as Indians.

In the case of Indians a change in the opposite direction has been in progress—whereas formerly they were practically all on day wages, on many estates they are now working on contract (i.e., piece work), so that one effect of the “Slump” has been a tendency to assimilate the standards of labour value of the various races.

The standard of wages for Chinese labourers is still undoubtedly higher than for Indians. The relative value of their labour for estate work is largely a matter of opinion—but obviously where a Chinaman receives higher wages it is because his employer considers his services more valuable.

One reason why in normal times Chinese on estates command higher wages is the competition for their labour by other forms of more arduous employment to which Indians are not attracted.

(v) Except for Malay vernacular schools at which attendance by Malay Children is compulsory all education in this country is voluntary and with the exception of the Chinese schools which receive no Government assistance all schools are either entirely conducted by Government or are eligible for grants-in-aid. In the towns admission is open to the children of Indian labourers to Tamil vernacular schools or to other institutions where they may learn English side by side with the children of other races. Both Tamil vernacular and other schools in towns to which Tamils have admission are supported by Government grants-in-aid and are under the supervision of the Education Department. On estates there are three types of schools in which a Tamil boy or girl can obtain a knowledge of reading and writing and the essentials of arithmetic. The types are:—

- (a) "Recognised" schools supervised by the Education Department which conducts examinations and determines the grant-in-aid to be made by Government in each instance. The estate receives the Government grant and defrays all expenditure in excess. There are only 3 schools of this type in the Colony.
- (b) Schools not under the control of the Education Department or any other Government institution but supervised by the estate authorities. The estate defrays all expenditure.
- (c) Schools not under the control of the estate or Government but conducted generally in connection with the temples. Those on which this type is found are small estates, the number of school children varying from anything up to 15.

The Labour Department makes it a point to inspect all these schools—apart from what is done by the Education Department—and is consulted by the latter Department in most matters connected with estate education.

The Education Department sends Tamil inspecting officers to all estate schools in receipt of a grant-in-aid.

The total number of estate schools known to the Labour Department in 1921 was 15.

7. With reference to paragraph 5 of your letter I am to say that the States of Trengganu and Brunei are prepared to accept similar conditions to those applied in the case of the Federated Malay States and to make the necessary amendments in their labour laws to bring them into conformity with the Labour Code of 1912 as subsequently amended. I am also to give a similar assurance on behalf of the estates of Johore, Kedah, Kelantan and Perlis.

8. I am to thank you on behalf of this Government for the courtesy extended by the Government of India in offering to welcome a deputation. As already telegraphed it is proposed to send a deputation consisting of one official, the Acting Controller of Labour, Straits Settlements and Federated Malay States, (Mr. E. W. F. Gilman, Malayan Civil Service) and one representative of the Planting Industry, who will be Mr. T. J. Cumming, Chairman of the Planters Association of Malaya.

It is proposed that they shall travel *via* Madras leaving Penang by the British India steamer on the 19th August, arriving at Madras on the 23rd and proceeding thence by rail they should reach Simla in the afternoon of the 27th August.

" A "

HEALTH ON ESTATES (INDIAN LABOURERS).

Straits Settlements.

	<i>Indian labourers.</i>	<i>Numbers of deaths.</i>	<i>Death-rate per mile.</i>
1916	25,514	493	17.00
1917	28,745	496	17.25
1918	27,893	1,306*	46.82
1919	34,775	574	16.51
1920	33,759	616	18.25
1921	33,379	314	9.41

*Influenza Pandemic.

Figures of population from 1921 census.

Total Indian population, Straits Settlements	104,493
Total Estate population, Straits Settlements (all races)	44,272

Appendix V.

No. 526-527-Emi., dated Simla, the 11th October 1922.

To— { The Hon'ble the Colonial Secretary, Straits Settlements, Singapore,
The Chief Secretary to the Government of the Federated Malay States, Kuala Lumpur.

SUBJECT.—*Emigration of Indian labourers to the* Straits Settlements.
Protected Malay States.

I am directed to refer to the correspondence ending with your letter No. 313, dated the 29th July 1922, on the above subject. G.-1784, dated the 23rd July 1922.

Your letter and its enclosures were placed before the Standing Emigration Committee which had also the advantage of two interviews with the deputation sent by the Governments of the Straits Settlements and the Protected Malay States to represent the views of the Colonial Governments.

2. The conditions which the Committee recommended at their meeting in June last for insertion in the Notification to be issued under section 10 of the Indian Emigration Act of 1922 were stated in paragraph 2 of my letter No. 333, dated the 3rd July 1922. Of these conditions the Colonial Government accepted those numbered— (2), (4), (5) and (6) without qualification, while requesting that the consideration of conditions (1) and (3) relating to the licensing of recruiting agents and the appointment of an Agent of the Government of India in Malaya might be deferred till the deputation from Malaya had been heard regarding them. The deputation at their interview with the Committee stated that they had no strong objections to urge against either of these conditions. In connection with condition (1), they were anxious, however, that the draft rules framed under the Indian Emigration Act should be modified so as not to interfere seriously with the existing system of licensing kanganies from Malaya and of dealing with emigrants. The observations made by the deputation on the rules will be carefully considered by the Government of India when the official views of the Colonial Government and of the Madras Government on the draft rules have been received. In the meantime the Committee have recommended that these two conditions should stand with the addition in condition (1) of the words "Save as otherwise provided in the rules issued under the Indian Emigration Act" and be embodied in the Notification to be issued allowing the emigration of Indian labour to Malaya. I am to request that the Government of India may be informed whether the Government of the Straits Settlements Federated Malay States are now willing to accept the conditions.

3. With regard to the suggestions made in paragraph 3 of my letter of 3rd July 1922 the deputation were asked to state their views concerning the suggestion, numbered (3), restricting the age below which children should not be permitted to work, and in respect of which it was requested by you that decision should be deferred until the deputation had expressed their opinion. Mr. Gilman, the spokesman of the deputation, stated that he was unaware of the reasons which induced the Colonial Government to reduce the minimum age below which children might not be employed on estates in the Federated Malay States from 10 as originally proposed in a draft Bill to 7, and in view of the fact that the minimum age now fixed could scarcely in practice be regarded as any restriction at all, was not prepared to object to the raising of the minimum as suggested by the Government of India. The Committee again suggest that, unless the Colonial Government anticipate serious objections, the age-limit be fixed at 10 both in the Straits Settlements and the Protected Malay States.

4. The following further matters were also discussed by the Committee with the deputation:—

(1) The fixation of a basic wage which should take the following factors into account:—

- (a) the provision of a margin for savings, for sickness, and for old age;
- (b) that it should be sufficient to maintain a labourer in tolerable comfort, according to his standard of living, and that regard should be had to the fact that a male labourer may have to provide for a family;
- (c) the recommendation of the Inter-Departmental Committee as to the method of fixing and graduating the minimum wage according to the cost of living.

(2) Removal of all formal disabilities on Indians entering the public service in Malaya.

(3) Amendments in the Labour Code:—

- (a) to abolish fines as well as imprisonment for certain labour offences;
- (b) to empower the Controller to order employers to provide schools for estate children;
- (c) to provide maternity benefits.

5. Extension of the repatriation condition beyond the one year already stipulated in case of persons incapacitated by sickness or thrown out of employment on account of trade conditions

The deputation, while making it clear that they were not empowered by the Colonial Government to accept the principle of a basic wage, which had not been previously suggested to them, pointed out that rates of wages were already specified in the licenses with the approval of the Controller of Labour, and saw no *prima facie* objection to the acceptance of the principles suggested. As regards the bar on Indians entering the Colonial Civil Service, they thought it probable that no objection would be taken to removing the bar, but they could not state what view would be taken by the Colonial Government. The Committee were inclined to lay great stress on the removal of this disability. They were also inclined to think that several of the provisions of the Labour Code were out of harmony with modern ideas. In particular, the following clauses seem open to criticism :—

(13 and 14. The first section prescribes a penalty for refusal by a labourer to go to an examination or detention depôt and the second (To Malay Government only.) imposes a punishment for enticing an immigrant from these depôts. The object with which the depôts are maintained is not clearly understood. If the depôts are intended for the medical examination of labourers for quarantine purposes, then there is no objection to the penalties, but if they are used in order to restrict the freedom of labour, they seem inconsistent with the principle of free choice of employment which the Colonial Government are understood to favour. It has not been found necessary to include such provisions in the Straits Settlements Code.)

Sections $\frac{100 \text{ and } 104}{54 \text{ and } 55}$ prescribing penalties for failure to fulfil promise to labour or to proceed to place of employment appear to be open to objection for they are intended to prevent the exercise by the labourer of any option in these matters. It is considered that the penalty of fine which still remains might be deleted.

Section $\frac{218}{230}$. It is suggested that the time has come when breach of agreement may be dealt with under the ordinary civil law.

Sections $\frac{217 \text{ and } 221}{229, 232 \text{ and } 234}$. The offences described in these sections are purely labour offences. It is considered that no criminal court should try cases under these sections.

These remarks are offered for the consideration of the Colonial Government, and the Government of India would only add that the question is likely to be raised by some of the members when the draft Notification under section 10 is laid before the two Houses.

6. The deputation agreed that where the number of children on an estate is large it might be well to make it compulsory for employers to provide schools. They stated that sufficient maternity benefits are already provided and that they had no objection to the proposal relating to repatriation.

7. The points enumerated in paragraph 4 are put forward as suggestions for the favourable consideration of the Colonial Government, and not as conditions to be imposed under section 10 of the Indian Emigration Act. I am, however, to explain that the acceptance of the suggestions will materially assist the Government of India in carrying through the Chambers of the Legislature the proposed Notification under section 10 of the Act.

8. It is understood that the jurisdiction of the Controller of Labour does not extend to the Unfederated Malay States. I am to enquire what machinery exists for ensuring that the conditions of the Notification are observed in the case of Indian emigrants employed in those States.

Appendix VI.

LETTER FROM THE GOVERNMENT OF STRAITS SETTLEMENTS, No. 296—1922, DATED SINGAPORE, THE 30TH NOVEMBER 1922.

I am directed to acknowledge the receipt of your letter No. 526-Emi., dated Simla, 11th October 1922, on the subject of emigration of Indian labourers to the Straits Settlements.

2. The official views of the Governments of the Straits Settlements and Federated Malay States on the draft rules under the Indian Emigration Act were communicated to you in the confidential letter No. 296-22, dated 16th October 1922, from the Colonial Secretary, Straits Settlements. The Government of India will have learnt therefrom as was indicated by the deputation which met the Standing Emigration Committee that the modification of these rules, so as not to interfere seriously with the existing system, is regarded as vital by these

Governments. Apart from this I am to state that these Governments have no further representations to make with regard to the conditions which are to be inserted in the Notification to be issued under section 10 of the Indian Emigration Act of 1922 and are willing to accept the conditions as now formulated (*i.e.*, with the addition in condition (1) of the words "Save as otherwise provided in the rules issued under the Indian Emigration Act").

3. With regard to the suggestions made in paragraph 3 of your letter of 3rd July 1922, this Government is willing to accept the suggestion that the minimum age below which children may not be employed on estates shall be fixed at 10 years.

4. The further matters discussed by the Standing Committee with the deputation to which reference is made in paragraph 4 of your letter, have been carefully considered by the Governments of the Straits Settlements and Federated Malay States and of the Unfederated Malay States:—

(i) *The fixation of a basic wage.*—No objection is offered to the principles involved in this proposal and the only question that will require further consideration will be the method of their application.

(ii) *Removal of all formal disabilities on Indians entering the public service in Malaya.*—The only formal disability which exists is in connection with the competitive examination for Eastern Cadetships, entrance to which in the case of Malaya and Hong Kong is confined to persons of European parentage. The Malayan Civil Service to which this examination gives admission is a combined service for the Colony of the Straits Settlements and the Federated and Unfederated Malay States, in which British officers are assisting the Malay Sultans and Rulers in the Government of their country. In connection with the admission of persons of other races into the higher ranks of the Civil Service arises the question of the legitimate aspirations of the Malays. It may be fairly said that the counterpart of the Indianisation of the services in India is the Malayanisation of the services in Malaya and the gradual substitution of Malay for European officers in administrative posts is the declared policy of the Government both in the Federated and Unfederated Malay States. It is understood that this aspect of the question was referred to by Mr. Gilman when the matter came up for discussion with the Standing Committee, and after the most careful consideration the Governments concerned are of opinion that it must be the determining factor in the case. They much regret therefore their inability to agree to the suggestion.

(iii) *Amendments in the Labour Code:—*

(a) to abolish fines as well as imprisonment for certain labour offences;

(b) to Empower the Controller to order employers to provide schools for estate children

(c) to provide maternity benefits.

These suggestions are accepted and steps will be taken to amend the Labour Ordinance accordingly. With regard to the particular sections cited in paragraph 5 of your letter, sections 100 and 101 are survivals from the indentured system and have in practice been obsolete since the abolition of that system. These sections will be repealed:—

Section 218 and

Sections 217 and 221.

The abolition of fines implies the repeal of these sections. I invite attention to section 14 of the Straits Settlements Labour Ordinance corresponding to section 73 of the Federated Malay States Labour Code. In section 14 the Police Court would act summarily as a Court of Civil Jurisdiction only and it is thought the section might remain.

(iv) *Extension of the repatriation condition beyond the one year already stipulated in cases of persons incapacitated by sickness or thrown out of employment on account of trade conditions.*

This suggestion is accepted.

5. With regard to the enquiry in the last paragraph of your letter as to the machinery for ensuring that the conditions of the Notification are observed in the case of emigrants employed in the Unfederated Malay States, I am to say that it is proposed to extend the jurisdiction of the Controller of Labour which already includes the State of Kedah to the Labour Departments of the other Unfederated Malay States.

Appendix VII.

Letter from the Chief Secretary to Government Federated Malay States No. G.-1784-1922, dated Kuala Lumpur, the 30th November 1922.

I have the honour to acknowledge the receipt of your letter No. 527-Emi., dated Simla, 11th October 1922, on the subject of emigration of Indian labourers to the Protected Malay States.

2. The official views of the Governments of the Straits Settlements and Federated Malay States on the draft rules under the Indian Emigration Act were communicated to you in the confidential letter No. 296-22, dated 16th October 1922 from the Colonial Secretary, Straits Settlements. The Government of India will have learnt therefrom, as was indicated by the deputation which met the Standing Emigration Committee, that the modification of these rules, so as not to interfere seriously with the existing system is regarded as vital by these Governments. Apart from this I would state that this Government has no further representations to make with regard to the conditions which are to be inserted in the Notification to be issued under section 10 of the Indian Emigration Act of 1922, and is willing to accept the conditions as now formulated (i.e., with the addition in condition (1) of the words "Save as otherwise provided in the rules issued under the Indian Emigration Act.>").

3. With regard to the suggestions made in paragraph 3 of your letter of 3rd July 1922, this Government is willing to accept the suggestion that the minimum age below which children may not be employed on estates shall be fixed at 10 years.

4. The further matters discussed by the Standing Committee with the deputation, to which reference is made in paragraph 4 of your letter, have been carefully considered by the Governments of the Straits Settlements and Federated Malay States and of the Unfederated Malay States:—

(i) *The fixation of a basic wage.*—No objection is offered to the principles involved in this proposal, and the only question that will require further consideration will be the method of their application.

(ii) *Removal of all formal disabilities on Indians entering the public service in Malaya.*—The only formal disability which exists is in connection with the competitive examination for Eastern Cadetships, entrance to which in the case of Malaya and Hong Kong is confined to persons of European parentage. The Malayan Civil Service to which this examination gives admission is a combined service for the Colony of the Straits Settlements, and the Federated and Unfederated Malay States, in which British officers are assisting the Malay Sultans and Rulers in the Government of their country. In connection with the admission of persons of other races into the higher ranks of the Civil Service arises the question of the legitimate aspirations of the Malays. It may be fairly said that the counterpart of the Indianisation of the services in India is the Malayanisation of the services in Malaya, and the gradual substitution of Malay for European officers in administrative post is the declared policy of the Government both in the Federated and Unfederated Malay States. It is understood that this aspect of the question was referred to by Mr. Gilman when the matter came up for discussion with the Standing Committee, and after the most careful consideration the Governments concerned are of opinion that it must be the determining factor in the case. They much regret therefore their inability to agree to the suggestion.

(iii) *Amendments in the Labour Code.*—(a) To abolish fines as well as imprisonment for certain labour offences; (b) to empower the Controller to order employers to provide schools for estate children, (c) to provide maternity benefits. These suggestions are accepted and steps will be taken to amend the Labour Code accordingly. With regard to the particular sections cited in paragraph 5 of your letter, sections 13, 14, 54 and 55 are survivals from the indenture system and have in practice been obsolete since the abolition of that system.

These sections will be repealed.

Section 230 and Sections 229, 232 and 234. The abolition of fines implies the repeal of these sections. I invite attention however to section 73 of the Labour Code. Under this section this Court would Act summarily as a Court of Civil Jurisdiction only and it is thought the section might remain.

(iv) *Extension of the repatriation condition beyond the one year already stipulated in cases of persons incapacitated by sickness or thrown out of employment on account of trade conditions.*—This suggestion is accepted.

5. With regard to the enquiry in the last paragraph of your letter as to the machinery for ensuring that the conditions of the Notification are observed in the case of emigrants employed in the Unfederated Malay States, I beg to say that it is proposed to extend the jurisdiction of the Controller of Labour, which already included the State of Kedah, to the Labour Departments of the other Unfederated States.

Appendix VIII.

Minutes of the Standing Emigration Committee held at Simla in June and September 1922.

The Standing Emigration Committee assembled at Gorton Castle at 11 A.M. on June 20th. The following members were present:—

1. The Hon'ble Rao Bahadur B. N. Sarma (*Chairman*).
2. J. Hullah, Esq., I.C.S., M.L.A.
3. The Hon'ble Sir Ahmedthamby Maricair, Kt.
4. The Hon'ble Mr. Lalubhai Samaldas, C.I.E.
5. The Hon'ble Sir Edgar Holberton, Kt., C.B.E.
6. Rao Bahadur Tiruveenkata Rangachariar, M.L.A.
7. Wali Mahomed Hussanally, Esq., M.L.A.
8. Rai Girishchandra Nag Bahadur, M.L.A.
9. Maulvi Abdul Kasem, M.L.A.
10. Munshi Ishwar Saran, M.L.A.
11. Bhai Man Singh, M.L.A.
12. R. B. Ewbank, Esq., I.C.S. (*Secretary*).

The Hon'ble Member raised the question of health conditions in the Straits and Federated Malay States, and re-opened the question of the minimum wage. After some discussion the Committee desired that further investigation should be made as to the health conditions of estates in the Straits Settlements and Federated Malay States, comparing mortality among the adult population in South India with mortality among the Indian population on the estates according to the recent census of 1921.

Reverting to the question of Ceylon, it was decided to enquire whether the Colonial Government would have any objection to fixing a minimum age below which children should not be employed as labourers. The age suggested was 10. Enquiries were also suggested as to the steps which they proposed either for encouraging or making compulsory education among the children of Indian immigrants.

With regard to the fixation of a minimum wage and the provision of the right of free repatriation from Malaya, the Committee decided to arrive at no conclusion until they had had an opportunity of consulting Messrs. Marjoribanks and Nicholson. They would also consider whether the period of free repatriation should be extended beyond one year, as already decided in the case of Ceylon.

It was decided to ask the Straits Settlements Government to explain why there were no Indians on the Legislative Council and on what principle the unofficial members of the Council were appointed.

It was also decided to put it to the Colonial Government that they should assure themselves that the estates made no profit on the supply of rice to labourers.

On the question of the rates of wages paid in Malaya, it was considered whether it was justifiable to press for a higher scale of wages than that now in force. Although there were considerable savings, this was partly due to the Indians starving and stinting themselves. It was decided that enquiries should be made as to the average length of the period during which Indian labour remained in Malaya; also how many Chinamen were employed on estates in Malaya, and how many Singhalese in Ceylon. If possible, the average wages paid to Chinamen and Singhalese should also be ascertained.

It was decided that Malaya should agree, as a condition of the opening of emigration, to the appointment of an Indian Emigration Agent in Malaya, if so desired. Sir Ahmedthamby Maricair dissented.

A further condition should be that no emigrant under the Act should proceed to Malaya unless recruited through an officially licensed agent, and the Colonial Government should be asked to co-operate in securing that emigration only took place through British ports.

Contracts, whether oral or written, executed either in Malaya or in India for a period exceeding one month should be prohibited by law.

Malaya should be requested to furnish such periodical reports and returns as may be required from time to time by the Government of India regarding the recruitment in India and the welfare of the Indian emigrants in the colony.

Provided the above conditions were accepted, emigration might be allowed to the Straits Settlements, the Federated Malay States and the Un-federated Malay States.

It should be put to the Colonial Government as a suggestion that an Indian should be placed on the Immigration Committee to represent Indian interests.

With regard to the Federated Malay States Labour Code and corresponding sections in the Straits Labour Code, the Colonial Government should be pressed to repeal section 233. The word "insolence" should be omitted in section 229 (c).

With regard to section 229 (b), the Colonial Government should be asked to make provision to prevent this clause being used so as to stultify the system of one month's notice on which the Indian Government desire to insist.

As in Ceylon, the Malaya Government should be asked what steps they are taking to encourage or make compulsory education among the children of the Indian labourers.

The Standing Emigration Committee assembled at Gorton Castle at 2-30 P.M. on June 21st. The following members were present:—

1. The Hon'ble Rao Bahadur B. N. Sarma (*Chairman*).
2. J. Hullah, Esq., I.C.S., M.L.A.
3. The Hon'ble Sir Ahmedthamby Maricair, Kt.
4. The Hon'ble Mr. Lalubhai Samaldas, C.I.E.
5. Rao Bahadur Tiruvenkata Bangachariar, M.L.A.
6. Wali Mahomed Hussanally, Esq., M.L.A.
7. Rai Girischandra Nag Bahadur, M.L.A.
8. Maulvi Abdul Kasem, M.L.A.
9. Munshi Ishwar Saran, M.L.A.
10. Bhai Man Singh, M.L.A.
11. R. B. Ewbank, Esq., I.C.S. (*Secretary*).

The Committee began by examining Major Scoble Nicholson. In reply to a question as to the current rates of wages in Ceylon he furnished the following statistics of the wages paid to recruits on first joining before they became efficient:—

	Rubber.				Tea.			
	Cts.	Rs.	A.	P.	Cts.	Rs.	A.	P.
Men	38	=0	6	1	36	=0	5	0
Women	26	=0	4	2	25	=0	4	0
Children	19	=0	3	0	18	=0	2	11

He pointed out that to these rates must be added the value of rice supplied, as a rule, considerably under cost price, and in comparing the rates with those prevailing in the agricultural districts of South India continuity of work on Ceylon estates (normally 24 days per month) should be taken into account. Overtime wages are given during the busy season and on Sundays and piece-work sufficient for the coolies to earn more and add to their wages if they prefer that system. Nearly all the estates give a monthly bonus for regular work. Privileges such as free housing, fuel, medical attendance, etc., etc., must also be taken into consideration. He was unable to quote the money value of these privileges. Major Nicholson mentioned that there was no legal obligation on the employer to supply rice, but it was an old custom greatly appreciated. In 1920, for instance, rice was issued by the estates at Rs 6 in lieu of Rs. 12, which was the cost price owing to control by the Indian Government.

A certain number of Singhalese coolies are employed on estates. These represent casual workers coming in by day from neighbouring villages and are always paid by piece-work.

Factory labourers now get from 40 to 70 cents per day.

Major Nicholson furnished the following figures of coolies despatched to Ceylon and returning from Ceylon:—

Number of coolies despatched to Ceylon.

Year.	Adults.	Minors.	Total.
1913 . . . . .	...	...	94,091
1914 . . . . .	...	...	68,704
1915 . . . . .	...	...	80,383
1916 . . . . .	...	...	97,863
1917 . . . . .	...	...	42,371
1918	29,890	11,269	41,159
1919	74,970	25,933	1,00,903
1920	29,362	8,485	37,848
1921	17,052	5,27	22,079

Departure of Estate coolies from Ceylon.

1913	90,374
1914	1,05,391
1915	88,298
1916	47,588
1917	82,119
1918	23,161
1919	84,268
1920	27,581

The latter figures should not be regarded as reliable since they are based on incomplete railway returns. In 1921, 95 per cent. of all the coolies going to Ceylon were recruited through the agency of the Commission.

The number of Tamils on estates shows a steady growth.

In 1911, there were 459,767 Tamils.

In 1921, there were 497,119 „

Many of these were born and bred on the estates. The percentage returning to India annually amounts roughly to 10 per cent. of the total Tamil population. The influx of Indian labour to an estate has never in his experience operated to reduce the scale of wages. Ceylon cannot do without Tamil labour, since there was no other source of labour supply. Wages have risen since pre-war approximately in proportion to the increase in the cost of living. Without a recruiting agency the labour supply of Ceylon would suffer seriously. Children are employed from the age of 7 onwards and generally work for a full day.

Plenty of work is available on estates to give everybody 24 days' work per month. Many also work on Sundays.

A recruiter now gets a bonus of about Rs. 15 for each recruit obtained by him. Coolies cannot settle down on the land as colonists in Ceylon, but they can rise to be kanganies and occasionally become petty traders. Figures of the average savings of coolies are not available. They are not paid for the days on which they do not work.

Major Nicholson undertook to ascertain the money value of medicine, fuel, housing, etc. granted to coolies and the present cost of living in the Island.

According to the census of 1921 the Indian population on estates in Ceylon consisted of—

Males	257,808
Females	239,300

This is partly the result of recruiting by family gangs.

Coolies set great store on the supply of rice by estates. During the war, when owing to control there were difficulties in obtaining the full allotment, coolies refused to proceed to the Island.

Major Nicholson advocated the prohibition by law of the recovery of advances made in India by kanganies to coolies since such recoveries might be used for evading the abolition of the tundu.

With regard to the extinction of debts due from the labourers to the kanganies or employers, he pointed out that coolies cannot be imprisoned for civil debt in Ceylon. They can now leave an estate at one month's notice, and possess so little property that no one would consider it worth while to sue them. The question resolves itself into one between the estate and the kangani. If you are to be fair to the solvent kangani some provision must be made for gradually repaying to him the balance due to him at the cost of their stay.

With regard to repatriation, he thought that the cost of a passage back, with food, third class, might be anything up to Rs. 10. Most coolies are now assisted back to India on the ground that they are going home to recruit their relatives. He feared that the financial effect of granting free repatriation within one year would be serious, since already the cost of recruitment was appreciable, and there was no security that a cooly will stay on an estate.

Mr. Marjoribanks was then asked to advise regarding the fixation of a minimum wage and the grant of repatriation in the case of the Straits Settlements. Considering that the minimum wage would be difficult to enforce as there are no labour unions to guard the interests of coolies the minimum wage tends to become a maximum wage. It is not particularly necessary in Malaya, where there is considerable competition between the estates and coolies move freely from one to another. The minimum wage is only necessary where the amount of labour is greater than the demand. This is not the case in the Straits. The Indians there were better housed and had a much higher scale of living and clothing than in India. He thought that the safeguard suggested would be illusory and would not benefit the labourer.

With regard to repatriation, he thought that the open privilege of repatriation at will would be too much for the human nature of coolies, and that they would take the opportunity of enjoying a holiday at their employers' expense too frequently. They could offer themselves

Most of these come from the neighbourhood of Negapatam or Madras. Kanganies get no commission for such men.

His objection to recruiters with fixed pay was that they would be professionals. They would have to show good results and might be tempted to resort to malpractices in order to obtain them. Although kanganies recruited on an average up to 8 in the Telugu country family groups numbering as much as 20 are not uncommon. If the number that a kangany was licensed to recruit was reduced below 20, the number of kanganies would have to be increased, and this he would deplore. The limitation of the number of kanganies tends to the selection of the best men for the job, and, of course, saves passage money to the Fund. The number of kanganies might be limited to some percentage of the total number which it is proposed to recruit in one year. Last year over 9,000 licenses were issued. They are only extended beyond 6 months for exceptional reasons; e.g., illness.

He had no objection on principle to the minimum wage. The factors proposed by the Committee were put to him, and he saw no *prima facie* objection to their being taken into account. Wages rose from 1917 to 1920; and since then have dropped. But so has the cost of living. The fall in wages is due to the fall in the price of rubber.

With regard to repatriation, he was willing to drop the condition of one year and to extend it indefinitely in necessitous cases; i.e., illness and destitution, and in the case of people thrown out of employment owing to slump or unable to obtain other work.

He was agreeable to reasonable accommodation on ships, which would be in accordance with the rules under the Native Passenger Ships Act prescribed by the Indian Government.

There is no bar to Indians entering the public services in Malaya, except the colonial civil service, which has been confined to Europeans since 1904. He did not anticipate that any objection would be taken to removing this bar. He could not answer for the view that would be taken by his Government.

He had no objection to the removal of all penalties, including imprisonment, for labour offences, though he advocated some more summary way of dealing with breaches of contract, etc., than the ordinary civil courts.

Before and after pregnancy, a month's holiday was allowed. A woman got food and hospital attendance, but no pay.

Two big and populous districts have gone dry and adopted prohibition. In other places he thought that it would be better to have liquor shops supervised by the estates rather than outside shops by the roadside. The number of the latter were being reduced. It was a matter of local option among the employers.

The revision of the constitution would be announced shortly. At least one Indian would be nominated to represent the Indian community on the Legislative Council. This applies to the colony, and not to the Federated Malay States. There are no disabilities to the acquisition of land by Indians. Elaborate settlement schemes have been drawn up but postponed owing to financial difficulties. He knew of no discriminatory legislation against Indians with regard to inheritance. The Muhammadan law is followed by the Muhammadans, but the Hindus are usually under the English law. They take out letters of administration and they administer the estates according to their own peculiar customs. Polygamy is legal among Hindus and Chinese.

Mortality figures are improving. Sub-soil drainage is being pushed in malarial districts. Every Chinese cooly has a mosquito net. Most labourers arriving have hook-worm, and are treated for it at the estate hospital. Indian labourers are inclined to conceal their savings, and he had no way of ascertaining the total amount remitted to India by them. The planters have recommended giving a bonus to labourers for each year's continuous service, but this recommendation has not yet been put into effect.

About 70 per cent. of the labour going over returns. There is now no distress owing to unemployment among Indians, though last year some special camps had temporarily to be opened.

There is compulsory education for Malaysians, but voluntary for Indians. There are no special educational facilities for Telugus. Provision of Indian schools is now left to voluntary effort; but he thought that where the number of children on an estate was sufficient it might be made compulsory for employers to provide schools similarly to hospitals.

The Immigration Committee consists of 9 members, including 6 non-officials who represent planting interests. One Indian has now been added to represent labour. He was willing to consider the addition of another Indian, but did not think it necessary, as it would make the Board unwieldy. The functions of the Committee were not to deal with labour matters generally but to supervise the Immigration Fund and the machinery of immigration.

Perhaps 10 per cent. of the Indian population are permanently settled in Malaya. In some districts many of them are settled on the land and grow paddy.

If an estate is considered unduly unhealthy the Controller of Labour stops its labour supply until he is satisfied that things have been put right.

The President thanked the members of the deputation for the assistance they had given to the Committee and the deputation withdrew.

Statement made by Mr. Gilman of the Malaya Deputation.

(In reply to the President.) Yes, Sir, with your permission, I should like to make an introductory statement, as I think it will help to a mutual understanding. I do not wish to make a long speech and I will try to be as brief as I can, but there is a good deal of ground to cover.

I shall first have something to say about the status and personnel of this deputation and then a few words about the country we represent, British Malaya.

I then propose to give a brief historical survey of the relations that have subsisted between British India and Malaya for the past 50 years with a short account of the development of our so-called Kangany system and the Immigration Fund and finally some description of our present arrangements for recruiting labour from South India.

First, with regard to this deputation, I would at the outset emphasise the fact that it is a Government deputation. We have been sent to represent to this Committee the views of the Governments of the Straits Settlements and Federated Malay States.

Owing to the absence of His Excellency the Viceroy I have been unable to present the formal letter of introduction which we bear from His Excellency the Officer Administering the Government of the Straits Settlements and High Commissioner for the Federated Malay States. But I can inform you that it states that the deputation consists of Mr. E. W. F. Gilman of the Malayan Civil Service (that is myself) Controller of Labour, Straits Settlements and Federated Malay States, accompanied by Mr. T. J. Cumming, Chairman of the Planters' Association of Malaya, and Mr. P. K. Nambyar, a member of the Municipal Council of Georgetown, Penang; that these gentlemen are all members of the Emigration Committee of the Straits Settlements and Federated Malay States and that Mr. C. Wilson, Malayan Civil Service, attends as Secretary to the deputation. Mr. Cumming's position as Chairman of the Planters' Association needs no further explanation.

Mr. Nambyar I should mention is, I believe, in a small way an estate owner; he is also a lawyer but he does not appear here in either of these capacities, but as a gentleman holding a public position in Malaya who has always taken a sympathetic interest in his poorer fellow-countymen.

I have full authority to put forward the views of both the Governments of the Straits Settlements and Federated Malay States and these gentlemen are here to answer any question you may wish to put to them.

I wish to make it quite clear that I am charged to look after the interests of the country and not of the planting interest.

Malaya is in a different position to other colonies to which Indians emigrate.

Indians only come second and a long way second in importance of the immigrant races of Malaya. Apart from the indigenous interest—which predominates in the Unfederated States—the preponderating influence hitherto throughout Malaya has been Chinese.

I think perhaps I can bring this home to you most forcibly by a reference to the General Return attached to the Administration Report for the Federated Malay States for 1921 which gives details of Revenue and Expenditure, Imports and Exports, Duty on Tin and Rubber, Land Revenue and Railway Receipts from the year 1889 to 1921.

I will pass this report round afterwards for the information of members, but will first quote some of the figures.

For 1920 the last normal year the Revenue was \$72,277,146 of which Duty on Tin amounted to \$12,203,531. Duty on Rubber to \$1,443,110. Land Revenue and Land Sales \$1,004,095, Railway Receipts \$17,316,533. Last year the Revenue fell to \$54,449,568, of which the Tin Duty furnished \$6,153,300 while the Revenue from Rubber had almost disappeared, being only \$164,169: \$1 at the present exchange is equivalent to Rs. 1-12-0.

The significance of these figures lies in the fact that the tin industry is largely in the hands of the Chinese who own a large proportion of the mines, while these are worked almost entirely by Chinese labour.

In the Straits Settlements, of which the most important part consists of the ports of Singapore and Penang, the agricultural interest is still less important.

From a planting point of view if conditions for the importation of Indian labour were found to be too onerous, it might be profitable to turn to Chinese labour. In Sumatra the whole Dutch tobacco industry has been worked up and to-day depends entirely on Chinese labour, the work being too heavy for the Javanese who are imported into Sumatra for rubber estates.

Similarly in the Federated Malay States the work in the rubber industry is not sufficiently heavy to necessitate the employment of Chinese and hitherto Tamils have been preferred. Work on a rubber estate, as you may know, is not hard work.

The Government, on the other hand, would naturally prefer to maintain and develop a connection with another portion of the Empire rather than have to rely for the labour we require entirely on a foreign State.

Again I only mention this point to make it clear to you that the interests of the Government and the planters are not necessarily identical.

If come new to the country we represent British Malaya comprises three political groups:—

- (1) The Crown Colony of the Straits Settlements which has the ordinary constitution of a Crown Colony.
- (2) The Federated Malay States of Perak, Selangor, Negri Sembilan and Pahang, a group of protected States in the Malay Peninsula which were formed into a federation in the year 1895.
- (3) The Unfederated States of Johore, Kedah, Perlis, Kalantar, Trengganu and Prunei in Borneo which have come at various times under British protection. There is in each of them a British Adviser with a few British officers. Their administrations are separate, but they have a common channel of communication with the Central Government through the Secretary to the High Commissioner.

The whole area of British Malaya is roughly 56,602 square miles, and the total population 3,358,054 persons, that is to say about 1-30th of the area 1-100th of the population of British India—

Of the total population the Straits Settlements claim	883,769
The Federated Malay States	1,324,890
and the Unfederated Malay States	1,149,395

As regards race, the population comprises—

Malays	1,651,051
Chinese	1,174,777
Indians	471,666
Others	60,560

The Indian population is 14 per cent. of the whole.

Tamils in British Malaya number 387,597 representing over 82 per cent. of the Indian population; all South Indians 444,773 or over 94 per cent. of the Indian population including Telegus 39,986 and Malayalis 17,190.

The Census for 1921 showed:—

The total estate population 372,709 enumerated on 1,350 estates.

10.2 per cent. Malays	38,519
18.9 " Chinese	70,722
69.3 " Indians	258,315
1.6 " Others	5,323

Of Indians on estates 208,443 are Tamils and the sex proportion amongst these is male 1.8 to female 1; and all Indians (on estates) 1.9 to 1.

Further information is to be found in the Census Report for 1921 and the Chief Secretary's Administration Report, Federated Malay States, 1921, both of which are laid on the table.

So much for the deputation and what we represent.

You are no doubt familiar with the main features of the early connection between the Straits Settlements and India, an account of which is contained in the last Appendix to the Marjoribanks and Marikair Report, but this account does not take you very much further than the year 1872 when emigration to the Straits Settlements first came under control. Up to the year 1867 the Settlements politically were part of British India, being included in the Bengal Presidency and apart from certain Acts of 1857 and 1859 regulating passenger traffic there was no sort of control over the flow of emigration from India to the Straits Settlements. The Emigration Act of 1864 which made emigration illegal except in accordance with the provisions of the Act did not of course apply but with the separation of the Settlements from British India in 1867 the Act automatically applied to them. This fact passed unnoticed till 1870. After negotiations between the Governments concerned in the year 1872 certain conditions were laid down by the Government of India on which emigration to the Straits Settlements was allowed.

During the 25 years from 1872—1897 varying measures of control were exercised by the Government of India but the subject was a constant source of irritation on both sides and finally the Government of India decided to leave the whole matter in the hands of the Colonial Government.

For the past 25 years, since 1897, emigration from India to the Straits Settlements has been free of all restrictions as far as the Government of India has been concerned except for a short period during the war, when owing to the demands of the Imperial Government for labour Battalions emigration was restricted to the number specified on license and males between the ages of 18 and 25 were prohibited from emigrating. In the year 1897 and for some time after the actual volume of immigration was insignificant compared with what has since taken place. This is shown graphically on the Chart which I have had prepared to illustrate it.

From 1885 to 1904 (with two exceptions when it rises to 30,000) the total number of arrivals of deck passengers remains fairly constant at about 20,000.

The years 1904 to 1920 form a period of transition at the end of which it has risen to 83,723.

From 1911 to 1920 the arrivals average 90,000 per annum. During the same period the total number of Chinese emigrants was 1,599,338 an average of 160,000 per annum while last year the Chinese Immigrants numbered 191,043 and South Indians 45,673.

The period during which this great increase was taking place or more correctly the years 1901 to 1910 also mark the transition from a system of indenture to one of complete freedom.

Under indenture should really be classed a "free system" which recognises indebtedness on account of recruiting expenses.

The condition that labourers were to be brought on to their place of employment in Malaya absolutely free from debt was made binding from 30th June, 1909.

The recruiting of statute immigrants was abolished in 1910.

I come now to the development of our so-called kangany system. On looking through the records of my department the first mention I can find of the word kangany occurs in the Annual Report of 1898. Kangany, I believe is not used in Southern India in the sense of a headman and the term was brought over to the Straits from Ceylon.

Previously the word used is *Tindals*.

I have taken a few extracts which I proposed to read to you from the reports of this period. (Paragraph 53 of S. S. A. R., 1893.) "The system of importing free coolies passage paid has been fairly started among the planters in the Native States, as many as 435 of this class of men arriving and passing through Penang during the year."

(Paragraph 54 of S. S. A. R., 1898.) "These coolies are collected in India by Tindals sent over by the Planters. The Tindals take all the men to the Depot at Negapatam where the Superintendent notes their descriptions and where they obtain tickets at a reduced rate. On arriving in Penang they pass through the Depot like all other immigrants, but are not detained there and do not sign contracts proceeding to their destination nominally free men, at liberty to leave their employer if they like."

In the early reports of the Immigration Department constant references occur to the proposal to appoint a qualified Agent in India, a proposal actually approved after the commission of 1890 but definitely abandoned later on account of expense. The official view in the Straits at that time was that the Agent should be the Planters' Agent (compare the Ceylon Labour Commission).

For example from the report for 1895 (paragraph 14 of S. S.) "I am quite convinced that Mr MacGregor was right in stating that the recruiting system was at fault, and that the best remedy was to be found in the appointment of a proper Agent to reside in India and attend personally to the work of recruiting. It is no less certain that it is the Planters and not the Government who should combine to appoint and maintain such an Agent to work in their own interests. If the demand for Indian coolie labour is such as it is said to be, I believe there is not the least doubt that a trustworthy resident Agent employed by the planters and himself conversant with the language and habits of the Tamil population, could command a field of labour practically inexhaustible, and ensure the enlistment of *bona fide* agricultural coolies. In many up-country districts in South India, the very name of the Straits is unknown to the Natives, although Natal and Mauritius, which have more active recruiting Agents, are well known to all. The remedy then is in the hands of the planters themselves and it remains for them to associate themselves for this purpose."

In the early days the Department beyond keeping statistics of arrivals and departures of all immigrants was merely concerned with the protection of statute immigrants.

In fact, as a friend put it to me recently, when the head of the Department merely controlled Labour he was called Protector (this was the title in 1886), now that he protects labour he is called Controller. Apropos of this title I will relate you a story of a predecessor of mine who on being appointed to this office wrote home to his father describing his new duties and he got the reply that it seems to me that you ought to be called Controller of Employers of Labour. To continue my quotations from the report for 1893:—

(Paragraph 30 of S. S. A. R., 1895.) "As regards coolies recruited by Tindals who have no written agreement it is impossible to say how much money is recovered from them for no questions are asked, and the coolie is entirely at the mercy of the Tindal. Personally I am not in favour of the system when any money is recoverable even in the Civil Court, as there is no doubt that these Tindals have the means of 'squeezing' coolies and keeping them for indefinite periods, but free labour with inspection on estates I would gladly see introduced if it were possible."

The Ordinance of 1904, brought into force on 1st January, 1905, first gave the Department control over estates employing free labour.

We are soon to come to the abolition of the debt system (paragraph 39 of S. S. A. R., 1908). "The payment of reasonable recruiting expenses by the Committee of course implies

October 1901.—I made a report which was the starting point of much of the subsequent development. Recommended, amongst other things, licensing of professional recruiters.

October 1902.—Meeting in Governor's Office, Penang, to consider a Government scheme of recruiting.

December.—Visit of Messrs. Hill (Protector of Labour, Federated Malay States) and O'Sullivan (Assistant Colonial Secretary, Straits Settlements) to India—Negotiations with the Madura Company and conference at Calcutta

Mr. Huttenback of Penang, a prominent unofficial, who served on several occasions on the Legislative Council, attended this conference. He was the Agent for the British Indian Steam Navigation Company at Penang; I will quote from a memorandum which he wrote at this time a most striking passage advocating the abolition of Indentured Labour.

As long as this odious system lasts the Straits will never get the good name and prove the attraction they deserve.

Instead of trying to bolster it up Statute Immigration should in the interests of Immigration generally and also as a matter of justice to the coolie be abolished forthwith.

This shows the trend of enlightened opinion in the Straits even at this date.

1903 January.—Mr. O'Sullivan's report—recommended appointment of a Government Agent in India.

February.—Conference at Singapore presided over by Mr. O'Sullivan—approved his recommendation, which Government did not accept and eventually the alternative proposal was adopted of entrusting the work to the Madura Company.

May.—Madura Company began work.

August.—I was sent to India to enquire and report. Recommended *inter alia* that licenses should be issued by Superintendent of the Emigration Depôt and not by Madura Company.

9th October.—Meeting in Singapore—my suggestions in main adopted.

1904 January.—Conference at Ipoh.

Protector of labour instructed to carry out decisions of Ipoh conference.

1903 September.—Scheme for distribution of labour recruited by Government.

1904.—Malay Peninsula Agricultural Association seceded from Government scheme and sent over their own Recruiting Agent in April.

1905.—Recruiters of both agencies licensed by Superintendent of the Emigration Depôt Commission to recruiters Rs. 24 per head.

1906 September.—Immigration stopped owing to Cholera at Quarantine Station.

I mention this as it led to the construction of the new Quarantine Station at Penang at a cost of \$660,000. By the time this was completed in 1911 it was found to be insufficient for our then requirements and another and larger station was constructed at Port Swettenham.

October.—Visit of Resident General Sir W. Taylor to India—which led immediately to the formation of the Immigration Committee and the establishment of our present system.

1907 May.—The Immigration Department of the Straits Settlements and Federated Malay States were combined under Mr. Clayton as Superintendent and I was appointed Emigration Agent in India. At the end of 1907 the Government and Malay Peninsula Agricultural Association Agencies amalgamated under the Government Agent.

12th February 1908.—New contract with the British India Steam Navigation Company came into force providing for a weekly in place of a fortnightly service.

—The Immigration Committee founded in March 1907.

10th January 1908.—Immigration Fund Enactment came into force.

Now a few words as to this Committee.

The duties of the Immigration Committee are described in paragraph 10 of the memorandum attached to the High Commissioner's despatch of 17th August 1921, "their chief duties are to fix and collect assessment payable by employers, administer the Indian Immigration Fund and incidentally to advise Government on general Labour questions."

To get a fuller idea of the origin and functions of the Committee one must refer to Sir W. Taylor's report of 1906.

[*Paragraph 25.*]—Mr. John Turner, Mr. Heslop Hill and others have advocated the formation of a Labour Bureau to which should be entrusted the supervision of immigration. I see no objection to this, but I realise, as I think do the advocates of the scheme, that its successful working will depend on the officer in executive charge of the operations. A committee might be appointed consisting in part of official and in part of unofficial members with the Superintendent of Immigration as Chairman and the Assistant Superintendent at Penang as Secretary.

[*Paragraph 33 (d).*]—His recommendations included. The appointment of an Emigration Agent in India, who should be a member of the public service of the Straits Settlements or the Federated Malay States.

(e) The formation of an Immigration Committee of four members, two unofficial and two official. The Superintendent of Indian Immigration to be one of the two official members and Chairman of the Committee.

(f) The passing of an Enactment, recognising this Immigration Committee and requiring all immigrant labour to be imported under the Committee's direct supervision.

Sir W. Taylor's recommendations were accepted by the High Commissioner (Sir John Anderson) in letter from High Commissioner to Resident General of 18th January 1907.

[*Paragraph 2 (d).*]—I agree, subject to the approval of the Secretary of State, to the appointment of an Emigration Agent in India, who should be a member of the public service of the Straits Settlements or the Federated Malay States.

(e) The formation of an Immigration Committee such as you suggest will be very useful, not only in controlling immigration, but in facilitating the co-operation of the Government and the planters.

The Committee must not be confounded with the Labour Department which exists for the protection of labourers on estates and other places of employment.

Suggestions have at various times been put forward to separate the two entirely, but from the point of view of the labourer and of the Government it is obviously a great advantage that this should not be done and when it was last brought forward I advised against it.

I have supplied your Secretary Mr. Ewbank with copies of a note on our present system of Emigration.

I am not responsible for the working but it gives an accurate description of the arrangements in force.

I had better perhaps read it out as Members will not have had time to study it.

Note on Emigration to the Straits Settlements and Federated Malay States.

The kangany or recruiter must fulfil the following conditions before a license is issued to him by the Controller of Labour (or his Deputy) at the request of the employer:—

1. He must be an Indian of one of the labouring classes.
2. He must have been previously employed as a labourer under the employer for whom he intends to recruit.

The license, which bears the name, Indian address and description of the kangany, is filled up by the employer. The license states: A kangany resident in a Native State or in French Territory may not hold a license, and recruiting is not permissible in such States or territories.

1. The number of coolies the kangany is authorised to recruit usually 50 ;
2. The rate of commission payable to the kangany,—the maximum allowed is Rs. 10 per adult, man or woman, and Rs. 5 per minor ;
3. The period of currency of the license,—which is 6 months.

N.B.—The object of the comparatively low rate of commission paid is to make it impossible for the kanganies to buy coolies from professional recruiters, and the latter undesirable class of person has been hard hit by the restriction.

A license is not valid till it has been registered at the office of the Deputy Controller of Labour, Penang.

On his arrival in India, the kangany registers his license, first at the Emigration Depot Office and then at the office of the Financial Agents to the Estate.

The basis on which the kangany system of recruitment is conducted is that the kangany confines his efforts among his relations and friends, and to ensure this he is only permitted to recruit within the area of the taluk in which his village is situated. He must entrain his recruits at the station nearest his village, and for checking purposes he must secure a receipt from the Railway Booking Clerk for the amount of the trainages paid by him. He is not allowed to take coolies off professional recruiters. The Emigration authorities maintain agents at the more important railway stations. The main duties of these agents are:—

- (a) to check the kanganies and coolies passing through, and
- (b) to pre-pay trainages on the kanganies and their coolies in the cases in which the kanganies are not able to finance themselves.

The agent makes a pencilled note on the license of the number of the coolies passed, etc., and otherwise offers general assistance to kanganies.

The appointment of these agents serves a double purpose, firstly, in the assistance afforded, and, secondly, in the check it affords on the number of coolies originally entrained, as picking up of coolies 'en route' is strictly prohibited.

On arrival at Negapatam, their kanganies and their coolies are met by a clerk from the Emigration Depot, who conducts them to the Depot. The coolies are on no account allowed to be taken into eating shops or other places in the town where substitution may take place.

On admission to the Depôt the coolies are lined up for examination and those whose palms do not show evidence of manual labour are rejected. The coolies are at the same time individually questioned as to their desire to emigrate, and, if suspicions are aroused as to the locality in which they live and the place where the kangany recruited them, they are closely cross-examined, and if their answers are unsatisfactory they are rejected.

Special care is taken to guard against the shipment of abducted women or kidnapped minors, and if single women or minors, are brought in soon before the shipping date they are detained till the following shipment on the off-chance of claimants turning up. In fact, of recent months, Saturday shipments have been confined to coolies who have entered the Depôt prior to the previous Wednesday evening.

At 10 o'clock every morning all coolies in the Depôt are made to sit in rows and a procession of claimants is conducted up and down the lines, so that there is really very little chance of a coolie shipping across if his relatives or his employer are anxious to prevent him doing so. All coolies claimed by relatives, etc., as above, are, after enquiry by the Depôt Superintendent, allowed to leave with their claimants.

All rejected coolies are handed over to the Financial Agents daily, with a detailed list by the Emigration authorities and arrangements made for their entrainment back to their homes and the payment to them of batta for food on their journey. These charges are debited to the estates for which they are recruited, and when possible recovered from the kanganies concerned, such recoveries being credited to estates.

Rejections of coolies are usually made on the following grounds :—

- (a) Physical unfitness ;
- (b) Old age and debility ;
- (c) Suspicion that single women or minors have been improperly recruited, a certificate from the village munsif is necessary in the case of minors unaccompanied by their parents.
- (d) Suspicion that coolies have been taken from professional recruiters, or picked up 'en route' or outside the kangany's recruiting area.
- (e) Previous employment in Malaya in estates other than that to which the recruiting kangany belongs. Some estates are very strict on this point.
- (f) General evidence that the coolie is not an agricultural labourer or otherwise not a proper person to send across.
- (g) Under existing arrangements, Moplah or other Mohammadan coolies from the Malabar District.

It is clear from the above that it does not pay the kangany to transgress the Regulations.

The ordinary penalty imposed on kanganies is that they have to bear the cost not only of bringing the rejected coolies to the Depôt but also the costs of feeding in the Depôt and the return rail fares and batta. As previously stated the latter charges are debitable to estates when the kangany is not able to pay.

For serious offences, such as abduction of women, or kidnapping, the kangany's license is immediately cancelled.

For minor offences, he is in the first instance warned, then fined, and if he persists in his evil ways his license is cancelled.

On shipment mornings, the coolies are first fed and then lined up in batches for final inspection and disinfection of clothing, and they are once more asked to confirm that they are willing to emigrate.

On completion of disinfection, the coolies are handed over to the staff of shipping agents. A numeral register is made of all coolies, estate by estate, and each coolie is given a tin ticket bearing the registered number of the estate to which he is bound. The coolies are then passed along to the shipping jetty on Depôt premises, where they are finally checked into the waiting lighters.

As the loaded lighters pass the Port premises, they are once more examined by the Port staff and the Police, to see that the numbers as per boat-notes are correct, and the boats thus proceed to the steamer without any further communication with the shore.

The above are the lines on which our recruiting by kanganies for Malaya is now being conducted. In bringing this system under control by the Government of India it is desired that the essential features of the control already exercised under the arrangements set up by the Malayan Governments should be preserved.

I think I ought at this point to make special reference to the system of remuneration to the recruiters, viz., whether they should be paid a fixed salary or by results, i.e., per head of labourers recruited.

For recruiting on a large scale I agree that the per head system does lead to abuse especially if a big commission is given but I do say that with our system this does not arise. Our maximum commission is Rs. 10. Now-a-days the kangany's licence is not so much a recruiting license, as an authority from the estate that the returning emigrant may bring back his friends and a guarantee that there is work for them. This is supported by the fact that our average number recruited per kangany is only 7. These are the actual figures for the last

6 years :—1916, 6·80; 1917, 5·71; 1918, 6·33; 1919, 7·96; 1920, 6·55; 1921, 8·13. In comparing this with other Colonies it is necessary to note that most of our kanganies only do one recruiting trip in the course of their employment and that certainly they do not keep on going backwards and forwards with labourers. To meet any further objection which the Committee may have to the per head system we propose to restrict the number of labourers to 20 knowing that even this number will not often be obtained.

From what I have said members will realise that Malaya has built up of her own initiative a system of free emigration which had stood the test of time and that my Governments have been working on the very principles on which you now wish to regulate emigration to other colonies and other countries.

We can claim that Malaya has shown the way in which it can be done successfully—not only safeguarding the interests of the labourer but serving also the best interest of the employer.

No doubt the details are capable of further perfecting but as representing my Governments of the Straits Settlements and Federated Malay States I wish members to understand that I am here to co-operate with them and not to oppose their endeavours.

No.

GOVERNMENT OF INDIA.

DEPARTMENT OF REVENUE AND AGRICULTURE.

(EMIGRATION.)

Delhi, the January 1923.

NOTIFICATION.

In exercise of the powers conferred by section 10 of the Indian Emigration Act, 1922 (VII of 1922), hereinafter referred to as "the Act", the Governor General in Council is pleased to issue the following Notification in the form in which it has been approved by both Chambers of the Indian Legislature:—

Emigration to the Straits Settlements, the Federated Malay States, of Perak, Selangor, Negri-Sembilan and Pahang and to the Unfederated Malay States of Kedah, Perlis, Johore, Kalantan, Trengganu and Brunei for the purpose of unskilled work shall be lawful on the following terms and conditions, namely:—

- (1) The emigrant shall
 - (a) have been recruited by a person licensed for that purpose by and responsible to an officer (hereinafter called the Emigration Commissioner) appointed by the Government of the Straits Settlements and by the Governments of the Federated and Unfederated Malay States, or
 - (b) have applied direct to the Emigration Commissioner for an assisted passage and have been accepted by him.
- (2) The emigrant shall not before leaving British India, have entered into any engagement to labour for a period exceeding one month.
- (3) Engagements to labour entered into by an emigrant in Malaya for a period exceeding one month shall be void.
- (4) The ^{Government} ~~Governments~~ of the ^{Straits Settlements} ~~Federated and Unfederated Malay States~~ shall at any time when so desired by the Governor General in Council admit and give all facilities to an Agent appointed under section 7 of the Act.
- (5) Within one year of his arrival in the Colony any emigrant who has been assisted to emigrate at the cost of the Indian Immigration Fund shall, on satisfying the Agent appointed under section 7 of the Act that his return to his home is desirable either on the ground of the state of his health or on the ground that the work which he is required to do is unsuitable to his capacity, or that he has been unjustly treated by his employer or for any other sufficient reason, be repatriated free of cost to the place of recruitment and the costs of such repatriation shall be defrayed by the Government of ^{the} ~~the~~ ^{Straits Settlements,} ~~Federated Malay States and Unfederated Malay States.~~
- (6) If at any time there is no Agent appointed under section 7 of the Act, the ^{Government} ~~Governments~~ of the ^{Straits Settlements} ~~Federated and Unfederated Malay States~~ shall appoint a person to perform the duties of the Agent as set forth in Clause 5.
- (7) There shall be no evasion of the provisions of the Act by the conveyance through foreign ports in the Peninsula of India of persons who would be emigrants for the purpose of unskilled work if they departed from British ports.
- (8) The Government of the ^{Straits Settlements} ~~Federated and Unfederated Malay States~~ shall furnish such periodical reports and returns as may be required from time to time by the Government of India in respect of the welfare of the persons emigrating to the colony in accordance with this Notification.

No. 76 of 1922.

STRAITS SETTLEMENTS.

Paper to be laid before the Legislative Council by Command of
His Excellency the Governor.

Annual Report on the Labour Department for the year 1921.

Indian Immigration.

The total number of immigrants arriving at Penang from Southern India in 1921 was 45,673 as compared with 95,220 in 1920, a decrease of 49,547.

Details of the arrivals, month by month, are given in Appendix A.

2. The figures for arrivals for the last five years are as follows:—

	1917.	1918.	1919.	1920.	1921.
Assisted immigrants, <i>i.e.</i> , with passages paid for from the Immigration Fund ...	78,407	55,583	88,021	78,855	15,413
Other Immigrants ...	11,670	9,708	13,412	16,365	30,260
Total ...	90,077	65,291	101,433	95,220	45,673

The assisted immigrants include 827 children under ten years of age, and the "other immigrants" 2,787 children, a total of 3,614 children as compared with 10,330 in 1920 and 10,723 in 1919.

Of the "other immigrants" 18,750 or rather less than 62 per cent were of the labouring classes, the remaining 11,510 being traders and others. The proportion of labourers amongst "other immigrants" in 1920 was rather less than 54 per cent.

A statement showing the destinations of assisted immigrants is given in Appendix B.

3. The number of Indians leaving the Colony for Southern India was 57,912 adults and 3,639 minors as against 53,154 adults and 2,327 minors in 1920. Particulars will be found in Appendix C.

4. The excess of emigrants over immigrants was 15,853 adults and 25 children as compared with an excess of immigrants over emigrants of 31,736 adults and 8,003 children in 1920.

Communication with Southern India.

5. The weekly service from Southern India under contract with the British India Steam Navigation Company, Limited, was maintained throughout the year. Fifty-two immigrant ships arrived during the year, compared with 54 in 1920.

6. The number of deck tickets (including 827 half tickets for children) at the reduced rate for labourers taken during 1921, and paid for from the Immigration Fund, was 14,999½, as compared with 74,684½ in 1920.

Quarantine.

7. Of the 52 steamers that arrived at Penang during the year carrying assisted immigrants, 6 were declared infected with small-pox and 1 with cerebro-spinal-meningitis.

The assisted immigrants bound for Penang were, however, detained as usual for a period of observation in the Quarantine Station at Pulau Jerejak.

The total number sent to the Station was 7,842.

8. The scheme for rendering the old Quarantine Station fit for use for quarantine purposes in the event of an emergency was abandoned, as the Station was required for other purposes. It was proposed to erect additional small wards in the new Camp.

Immigrants with Aided Passage Tickets.

9. The following table gives the proportion of men and women and of adults and minors during the last five years (assisted immigrants only):—

	Adults.		Percentage of Females.	Total Assisted Immigrants.	Minors.	Percentage of Minors.
	Males.	Females.				
1917 ...	58,107	13,844	19'24	78,407	6,456	8'23
1918 ...	38,013	11,681	23'50	55,583	5,889	12'39
1919 ...	62,006	16,904	27'26	88,021	9,111	10'35
1920 ...	56,296	14,218	20'16	78,855	8,341	10'57
1921 ...	12,211	2,375	16'28	15,413	827	5'37

10. Independent labourers supplied with free passages from India to Malaya on application amounted to 1,935 as compared with 8,625 in 1920. Of these immigrants 427 remained in the Colony, 1,363 proceeded to the Federated Malay States, 46 to Johore and 99 to Kedah.

11. The remaining 12,651 adult assisted immigrants were recruited by licensed kanganyes. Of these immigrants, 22 redeemed themselves at Penang, 37 absconded from or on the way to the Depot and 10 died at Penang (5 at the Penang District Hospital, and 5 at the Pulau Jerejak Quarantine Station).

12. The numbers of adult kangany-recruited labourers during the last five years have been as follows:—

Destination.	1917.	1918.	1919.	1920.	1921.
Singapore ...	...	176	223	167	6
Penang ...	2,299	2,043	1,762	2,001	292
Malacca ...	5,567	2,907	6,137	4,327	999
Perak ...	18,995	12,915	15,334	18,242	2,020
Selangor ...	27,541	16,140	30,495	21,278	4,917
Negri Sembilan ...	4,305	2,990	5,373	5,432	1,895
Pahang ...	351	257	497	743	211
Johore ...	4,369	3,494	3,881	6,117	1,747
Kedah ...	1,712	1,561	3,164	3,245	501
Kelantan ...	121	175	381	337	63
Total ...	65,260	42,658	67,247	61,889	12,651

13. In the year under review, 1,555 kangany licences (for the Straits Settlements, the Federated Malay States, Johore, Kelantan, Kedah and Perlis) were issued as compared with 9,441 in 1920. Registration of 12 licences was refused in Penang and 97 were cancelled after issue on the advice of the officers of the Department in India, as compared with 86 refused and 246 cancelled in 1920.

14. The following table gives the distribution of licences and the results obtained.—

		Number of licences issued in 1921.	Number of Kangani coolies recruited in 1921.	Average per Kangani in 1921.	Average per Kangani in 1920.
Straits Settlements	...	153	1,297	8.47	6.53
Federated Malay States	...	1,141	9,043	7.92	6.36
Non-federated States	{ Kedah	59	501	8.49	6.46
	{ Johore	190	1,747	9.19	8.32
	{ Kelantan	12	63	5.25	14.04
Total		1,555	12,651	8.13	6.55

Health and Treatment of Labourers.

15. Returns of Indian labourers under section 53 of the Labour Ordinance, 1920, received from 5 estates in Penang, 32 estates in Province Wellesley, 8 estates in the Dindings and 54 estates (including the Botanical Gardens) in Singapore are given in Appendix D.

16. On estates in Penang with an average population of 153, there were no deaths.

In Province Wellesley on an average population of 8,656, the death-rate was 9.24 per mille as compared with 15.92 per mille in 1920 and 15.91 in 1919.

In the Dindings the death-rate was 4.10 per mille on an average population of 1,709 as compared with 12.16 per mille in 1920 and 8.34 in 1919.

17. Hospitals are maintained on Bertam, Malakoff, Prai, Val d'Or, Bukit Tambun and Caledonia Estates in Province Wellesley, the latter being a central hospital for the Caledonia Group of the Penang Rubber Estates, Limited. In the Dindings, hospitals are maintained on Sandycroft and Pundut Estates.

18. The number of estates in Singapore (excluding the Botanic Gardens) from which returns were received was 53. On an average population of 2,150, the death-rate works out at 1.40 per mille as compared with 10.68 per mille on an average population of 1,217 in 1920 and 17 per mille on an average population of 1,412 in 1919.

19. Statistics of the labour employed in Public and Municipal Departments in Penang, Province Wellesley and the Dindings are included in Appendix D.

20. The number of visits of inspection paid by officers of the Department in Penang, Province Wellesley and the Dindings was eight, one visit being made to enquire into a complaint.

21. Ninety-seven complaints were received in the Penang Labour Office during the year: they are classified as follows:—

Non-payment of wages	...	...	...	67
Wrongful dismissal	...	...	...	6
Failure to discharge on termination of notice	...	...	...	3
Miscellaneous	...	...	...	21

Numerous matrimonial complaints were also enquired into.

22. There were no cases of suicide of Indians reported during the year in Penang, Province Wellesley and the Dindings.

23. Particulars of schools maintained on estates are shown in Appendix E.

24. For the Settlement of Malacca returns of labourers under section 53 of the Labour Ordinance, 1920, were received from 98 estates (Appendix F) as compared with 55 in 1920. These returns were received commencing from April 1st, when the new Labour Ordinance came into force.

25. The number of Indian estate labourers employed on 31st December in each of the last five years was as follows:—

1917	...	...	...	...	12,064
1918	...	...	...	...	11,255
1919	...	...	...	...	14,186
1920	...	...	...	...	12,734
1921	...	...	...	...	9,931

26. The number of deaths amongst Indians employed on estates in Malacca as submitted in the returns for nine months was 187, giving a death-rate of 23 per mille per annum on an average population of 10,781 as compared with 29.8 per mille on an average population of 13,592 in 1920, 27.9 per mille on an average population of 12,217 in 1919, and 67.1 per mille on an average population of 11,651 in 1918.

27. Among Indian labourers employed by Government Departments in Malacca, the number of deaths during the last nine months of the year was shown to be 5 on an average population of 816, being a death-rate of 8 per mille per annum as compared with a death-rate of 22.5 per mille on an average population of 889 in 1920. Details are given in Appendix F.

28. During the year, 18 visits of inspection were paid to estates in Malacca.

29. Thirty-three complaints were received from labourers in Malacca; they are classified as follows:—

Wrongful dismissal	...	...	...	...	5
Assault by Manager or Assistant	...	...	...	...	1
Assault by clerk or kangany	...	...	...	...	4
Non-payment or late payment of wages	...	...	...	...	3
Refusal to discharge after a month's notice	...	...	...	...	3
Separation of families	...	...	...	...	2
Miscellaneous complaints	...	...	...	...	15

All the complaints were settled departmentally.

The Manager of a Chetty-owned estate was prosecuted for late payment of wages and was fined \$50.

30. The following estate hospitals were in use during the year:—

Batulang	Jasin Lalang
Bertam	Kemendore
Bukit Asahan (Head Quarters)	Kempas
Bukit Asahan (D. Division)	Kru
Bukit Kajang	Lendu
Chempadak	Merlimau
Cheng	Pegoh (Home)
Devon	Rembia Jelutong
Diamond Jubilee	Rim
Gadek	Tanjong Minyak
Garing	Tebong
	Tebolang.

In addition to the above, there were small wards or sick lines for temporary accommodation of sick coolies on twelve estates.

All these wards were in charge of dressers and visited periodically by a Medical Practitioner.

The Government hospitals in Malacca, Jasin and Tampin (Negri Sembilan) were also used by thirty-eight estates for the treatment of sick labourers.

Sungei Bahru (Home) and Sungei Siput Estates use the hospital on the Negri Sembilan Division of the same rubber company while Batang Malaka Estate does likewise.

31. Tamil vernacular schools were maintained on the following estates:—

Bertam	Kru
Devon	Rim

The decrease of seven schools as compared with the number of schools in 1920 was due to the reduced labour force and the consequent small attendance.

32. Returns received under section 53 of the Labour Ordinance, 1920, from Government Departments, show that 740 Indian labourers were employed on 31st December, 1921, as compared with 970 in 1920.

33. Of the 98 estates from which returns have been received 25 imported labour direct from India as compared with 42 in 1920.

34. The general rates of wages of Indian labourers on estates in Malacca were as follows:—

			<i>Males.</i>	<i>Females.</i>
Tapping	...	...	40 cents.	40 cents.
Weeding	...	...	35 "	30 "
Store	...	...	50 "	50 "

Javanese and Chinese were usually employed on contract.

In the Public Works and Railway Departments, the mean rate of wages was 40 cents a day.

35. Owing to the continuance of the system, introduced in 1919, of granting individual licences for toddy-shops there was a still further marked improvement in drunkenness. Seventy-five per cent of the toddy-shops in Malacca are either run by Estate Managers or are under their control.

Repatriation.

36. During 1921, 5,977 adult and 1,583 minor decrepit and destitute Indians were repatriated through this Department. Of these, 571 adults and 44 minors were from the Straits Settlements, 5,107 adults and 1,480 minors came from the Federated Malay States, 199 adults and 38 minors from Kedah, 53 adults and 11 minors from Johore, and 47 adults and 10 minors from Kelantan. The 571 adults and 44 minors from the Straits Settlements included 227 adult vagrants from Singapore and 82 adult and 1 minor vagrants from Penang. Eighty-six adults from the Colony were provided with free tickets by the generosity of the British India Steam Navigation Company. One hundred and seventy-six adults and forty-three minors were repatriated through the Department at the expense of others.

Certificates and Passports.

37. In 1921, 76 passports were issued in Penang and 577 passports and certificates viséd. Certificates under section 91 of the Labour Ordinance were issued to the number of 2,241. There was one conviction under the Passport Regulations during the year, a fine of \$20 being imposed.

In Singapore, 22 passports were issued and 249 passports and certificates viséd and endorsed. The number of certificates under the Labour Ordinance issued during the year was 3,033. There were six convictions under the Passport Regulations.

Indian Immigration Fund.

38. At the end of the year, the Immigration Committee consisted of the following members:—

The Acting Controller of Labour, Straits Settlements and Federated Malay States, *Chairman*;

The Principal Medical Officer, Federated Malay States;

The Director of Public Works, Federated Malay States;

Hon'ble Mr. J. MITCHELL;

Mr. C. W. BRADBURNE;

Mr. T. H. MENZIES;

Mr. J. W. KENNEDY;

Mr. H. d'E DARBY;

Mr. V. A. TAYLER;

with the Deputy Controller of Labour, Penang, as Secretary.

39. The assessment rate under section 133 (i) (a) of the Labour Ordinance, 1920, was \$2 for the first two quarters, \$1 for the third quarter and 50 cents for the fourth quarter for every 78 days' work. No extra rate was imposed under section 133 (i) (b).

The recruiting allowance paid by the Indian Immigration Committee to employers for each labourer recruited by a kangany and brought to the Federated Malay States was fixed at \$20 for the first quarter, \$10 for the second quarter and \$15 for the third and the fourth quarters.

40. The income of the Immigration Committee during 1921 was \$3,027,681.24, the cash balance at the end of the year including fixed deposits and investments being \$2,830,768.37.

41. The chief heads of expenditure were as follows :—

	\$	c.
Passages from India	213,400	38
Recruiting allowances	87,087	13
Quarantine expenses	67,201	81
Train, depôt and embarkation charges in India	69,589	89
Train and other fares to places of employment ..	28,925	80

42. The quarantine expenses during the year averaged \$3.86 a head for Penang and \$4.15 for Port Swettenham, the general average for both quarantine camps being \$4.

43. The number of contributors to the Immigration Fund was 1,845 on the 31st December, 1921, as against 2,170 on the 31st December, 1920. The Government and Railway Departments contributing to the Fund numbered 164 in 1921 as against 152 in 1920.

Netherlands Indian Labour.

44. The number of Netherlands Indian labourers on estates in the Straits Settlements as shown by returns under section 53 (i) of the Labour Ordinance, 1920, was 2,428. Of these, 725 were in Province Wellesley, 163 in Malacca and 1,540 in Singapore. There have been, roughly, a decrease of 194 in Province Wellesley, an increase of 379 in Singapore and a decrease of 302 in Malacca.

The number of local contracts registered during the year was 122, all in Province Wellesley, which is the only part of the Colony where such contracts are made. The number registered in 1920 was 544.

The appointment of Assistant Controller of Labour for Netherlands Indian Immigrants remained vacant during the year, as it was not possible to appoint an officer. Nearly all places of employment have, however, been visited by one officer or another of the Department in the course of the year.

Legislation.

45. The Labour Ordinance of 1920 was brought into force on the 1st of April.

By a resolution of the Legislative Council, the Indian Immigration Committee was empowered to make use of the Fund for the following purposes :—

- (a) Distribution Camps for and transport and maintenance of unemployed labourers;
- (b) Cost of the collection and administration of the Indian Immigration Fund;
- (c) Repatriation of and assistance to Indian labourers in need of relief.

Certain additional kinds of labour were made liable for assessment under Part IX of the Labour Ordinance.

Staff.

46. Mr. W. PEEL acted as Controller of Labour throughout the year. The other Civil Service appointments were held as follows:—

In Penang Mr. H. G. R. LEONARD acted as Deputy Controller of Labour till November 19th, when he was succeeded by Mr. H. R. JOYNT. Mr. R. BOYD officiated as first Assistant Controller of Labour throughout the year. Captain E. A. ROSS, M.C., acted as Second Assistant Controller of Labour from his return from India on May 20th, till the end of the year.

In Malacca Mr. N. A. WORLEY, the Assistant Controller of Labour (Chinese), carried on the duties of Deputy Controller of Labour till 27th January, when he was relieved by Mr. A. B. BEIN. Mr. H. R. JOYNT assumed the duties of the appointment on 10th March, being succeeded by Mr. J. A. HUNTER on 18th November, 1921.

In Singapore, the duties of Assistant Controller of Labour were performed by Mr. J. T. N. HANDY throughout the year.

In India, Dr. E. C. FOSTON and Dr. J. C. C. FORD acted as Superintendent, Emigration Depôt, Negapatam, and Emigration Agent, Madras, respectively, throughout the year. Mr. W. J. K. STARK acted as Emigration Agent, Coconada, till April 27th when he went on long leave. The appointment remains in abeyance.

General.

47. The Government revenue collected by the Department was as follows:—

				\$	c.
Fees for use of Penang Depôt	...	...	...	631	10
Passport fees	...	...	...	677	00
			Total	1,308	10

Three thousand eight hundred and sixty-eight dollars and ten cents were collected in 1920 and \$3,492.50 in 1919.

48. The scheme instituted by the Incorporated Society of Planters for the examination in Indian languages of Managers and Assistants proved a success.

Twelve candidates appeared for the Higher Standard (oral only) and all passed.

Ninety-three presented themselves for the Elementary Standard, 23 passing with distinction, while 17 failed.

The examiner reported that the general standard of proficiency was good.

49. The labour position throughout the year was very serious and caused considerable anxiety. As a result of the rubber slump, the majority of estates reduced their labour force to a minimum and virtually stopped recruiting; inasmuch as thousands of labourers return to India monthly, whether times are good, bad or indifferent, either for a holiday or permanently, this policy inevitably resulted in a shortage.

Efforts were made to impress upon employers the necessity of recruiting sufficient labour to make good this wastage of labour, but, whether it was the result of express orders from Directors at home or not, very little recruiting was done.

Furthermore, Malaya lost touch to a large extent with the recruiting areas in India, while its reputation for prosperity and high wages was temporarily damaged.

The position was undoubtedly difficult for, while it was obvious to those who appreciated the position that there would ultimately be a shortage, there was actually for a few months a small surplus of labour in the country. This may have caused employers to hesitate about recruiting, but the surplus was never sufficiently large to have much effect on the position once a shortage arose.

Although unemployment, more especially among Indians, never reached a really acute stage, arrangements were made to deal with it when it arose.

The Indian Immigration Committee were empowered to use the Indian Immigration Fund for purposes of repatriation, arranging schemes for finding work for unemployed and for erecting Distribution Camps and maintaining therein, when necessary, unemployed Indian labourers.

There was a certain amount of unemployment during the period July to October, the Indian labourers involved being looked after in the various camps.

The Chinese community took steps to make provision for Chinese unemployed, Government rendering assistance, financial and otherwise.

In October, a shortage of labour supervened, due to the failure to make good the normal wastage, and the few unemployed Indians were at once absorbed; shortly afterwards an increase in the price of rubber resulted in hurried instructions being sent from home in many cases to Managers to engage more tappers, and there was every promise of a frenzied race for labour. The price, however, fell again and for the time the labour position was less acute.

The Controller detailed the position to the Planters' Association of Malaya at a meeting held in November, and strongly urged the general resumption of recruiting. The Indian Immigration Committee, in order to give all encouragement possible, raised the rebate or recruiting allowance to \$20 per head; this left an appreciable margin of profit and so served as an additional inducement to recruit.

A large number of recruiting licences were taken out in December, but the numbers leaving the country were still largely in excess of those arriving from India

Unfortunately, owing largely to the numbers going to Burmah for the harvest there, the recruiting in the first three months of the year is very limited, but there appears to be a reasonable prospect of success later.

It seems probable that the system of alternate day tapping or some similar system, whereby all trees are not tapped continuously, may assist in reducing to some extent the old demand for labour.

Moreover, the practice of paying contract rates for tapping seems to have become more popular; this also should further reduce the demand.

50 Towards the end of November, the Acting Controller of Labour visited the Department's offices and depôts in India.

On his recommendation, made after full enquiry on the spot, it was decided to postpone, for at least another year, the erection of the proposed Camp at Coconada.

It was further decided to close the Mint Street Depôt, Madras, permanently, and the depôts at Papacovil and Malpakkam temporarily, as it was found possible to provide for all emigrants at the Camps at Avadi and Negapatam

LABOUR OFFICE,
KUALA LUMPUR, 25th March, 1922.

W. PEEL,
Acting Controller of Labour,
S. S. & F. M. S.

APPENDIX A.

Statement of Arrivals from Madras and Negapatam in each month during 1921.

MONTHS.	Number of Steamers Arrived.	INDEPENDENT LABOURERS.				LABOURERS RECRUITED BY KANGANIES.				OTHER EMIGRANTS, <i>i. e.</i> , ORDINARY PASSENGERS.			TOTAL ARRIVALS.	
		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	Adults.	Minors.
		M.	F.	M.	F.	M.	F.	M.	F.	M.	F.			
January ...	4	324	39	12	8	1,201	247	76	65	987	106	187	2,904	348
February ...	4	203	44	9	10	801	241	53	42	1,578	182	216	3,049	330
March ...	5	166	33	7	4	555	155	26	23	2,557	181	275	3,647	335
April ...	4	256	47	9	3	745	144	22	21	2,187	237	245	3,616	300
May ...	4	292	42	8	5	1,272	203	29	45	2,071	181	220	4,061	307
June ...	5	143	36	4	2	2,275	365	60	58	3,223	398	327	6,440	451
July ...	4	58	29	3	6	1,619	293	38	59	2,731	188	278	4,918	384
August ...	4	21	14	...	4	787	151	22	26	1,411	110	111	2,494	163
September ...	5	43	26	3	3	673	100	18	8	3,396	224	374	4,462	406
October ...	4	23	9	...	1	232	36	5	1	1,549	137	181	1,986	188
November ...	4	9	4	2	...	140	30	7	1	1,254	90	128	1,527	138
December ...	5	57	17	1	3	316	70	9	6	2,219	276	245	2,955	264
Total ...	52	1,595	340	58	49	10,616	2,035	365	355	25,163	2,310	2,787	42,059	3,614

APPENDIX B.

Statement of arrivals from Madras and Negapatam during 1921, with their destinations.

Territories.	ASSISTED PASSENGERS.												OTHER IMMIGRANTS, i.e., ORDINARY PASSENGERS.				GRAND TOTAL.			
	INDEPENDENT LABOURERS.				LABOURERS RECRUITED BY KANGANIES.				TOTAL ASSISTED PASSENGERS.				Adults.		Minors.		Adults.		Minors.	
	Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.		Adults.		Minors.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
<i>Straits Settlements.</i>																				
Province Wellesley and the Din- dings	347	55	11	5	227	65	9	17	574	120	20	22	...	...	...	...	574	120	20	22
Malacca	23	1	...	...	870	129	26	20	893	130	26	20	...	...	...	...	893	130	26	20
Singapore... ..	1	...	...	...	4	2	...	...	5	2	...	...	...	...	...	...	5	2	...	...
Total, S. S. ...	371	56	11	5	1,101	196	35	37	1,472	252	46	42	...	...	...	...	1,472	252	46	42
<i>Federated Malay States.</i>																				
Perak	691	155	29	21	1,623	397	101	88	2,314	552	130	109	...	...	...	...	2,314	552	130	109
Selangor	352	86	14	19	4,104	813	108	120	4,456	899	122	139	...	...	...	...	4,456	899	122	139
Negri Sembilan	58	21	1	1	1,607	288	55	53	1,665	309	56	54	...	...	...	...	1,665	309	56	54
Pahang ... ..	...	...	...	...	189	22	5	3	189	22	5	3	...	...	...	...	189	22	5	3
Total, F. M. S. ...	1,101	262	44	41	7,523	1,520	269	264	8,624	1,782	313	305	...	...	...	...	8,624	1,782	313	305
<i>Other Malay States.</i>																				
Johore	39	7	1	...	1,515	232	44	45	1,554	239	45	45	...	...	...	...	1,554	239	45	45
Kedah	84	15	2	3	425	76	17	8	509	91	19	11	...	...	...	...	509	91	19	11
Perlis ... ..	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Kelantan ... ..	...	...	...	...	52	11	...	1	52	11	...	1	...	...	...	...	52	11	...	1
Total, Other Malay States ...	123	22	3	3	1,992	319	61	54	2,115	341	64	57	...	...	...	...	2,115	341	64	57
Grand Total ...	1,595	340	58	49	10,616	2,035	365	355	12,211	2,375	423	404	25,163	2,310	2,090	697	37,374	4,685	2,513	1,101

APPENDIX C.

Statement of Departures from Penang for Southern India during 1921.

MONTH.	Number of Steamers.	EMIGRANTS.	
		Adults.	Minors.
January	Four	6,183	241
February	Four	5,547	244
March	Four	5,265	295
April	Five	6,175	265
May	Four	5,257	328
June	Five	4,492	285
July	Four	4,666	317
August	Four	4,154	326
September	Four	4,744	396
October	Five	4,322	425
November	Five	3,830	234
December	Four	3,277	283
Total	Fifty-two	57,912	3,639

Statistics of Labourers employed on Estates and in Public Departments

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	
<i>Singapore.</i>																				
Alexandra Brick-works ...	109	4	40	...	1	72	23	88	1'14	57	85	...	32	2	...	...	50	80	...
Anamalai Chetty ...	5	...	3	...	...	...	1	5	...	7	...	...	...	...	...	...	...	...	...
Alagappa Chetty ...	6	...	...	...	...	...	3	4	...	3	...	...	...	...	...	...	...	...	...
Ayer Gumaroo ...	5	...	...	...	...	2	1	2	...	2	...	...	...	...	...	...	...	...	...
Aik Cheong ...	...	...	...	...	...	...	...	...	...	...	10	...	...	...	...	...	...	10	...
Asiatic Petroleum Co. ...	...	...	...	...	...	...	...	...	...	...	273	...	49	...	...	...	96	257	...
Abdul Kader & Co. ...	220	...	...	...	...	...	...	220	...	220	150	...	...	...	...	...	...	150	...
Bukit Sembawang Rubber Co. ...	185	...	18	...	...	...	41	151	...	162	634	...	20	...	...	...	83	620	...
Bukit Timah Rubber Estate ...	5	...	14	...	...	...	14	5	...	5	46	...	...	...	...	...	44	2	...
Bugis Rubber Works ...	5	...	14	22	...	...	7	27	...	34	6	...	14	...	...	...	6	14	...
Bukit Panjang Rubber Estate ...	60	...	13	...	...	...	8	67	...	65	6	...	...	...	...	...	...	6	...
Brossard Mopin ...	55	...	6	...	...	...	44	16	...	17	3	...	10	...	...	...	6	4	...
Central Engine Works ...	28	...	11	1	...	...	...	36	...	40	147	...	26	...	...	...	13	164	...
Cable Depôt, Eastern Extension Telegraph Co. ...	1	...	...	...	...	...	...	1	...	1	118	...	3	...	...	...	4	116	...
Fraser & Cumming ...	...	...	...	...	...	...	...	...	...	...	46	...	...	...	...	...	35	18	...
Firestone Tire & Rubber Co. ...	...	...	...	...	...	...	...	...	...	...	28	...	92	...	...	...	7	82	...
Grove ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Ho Hong Portland Cement Works ...	142	...	14	...	...	...	123	61	...	33	238	...	82	...	...	...	88	249	...
Henlay, W. T. ...	...	...	204	...	...	...	50	159	...	154	...	...	...	...	...	...	...	...	...
Kee San ...	...	...	...	...	...	...	...	...	...	...	22	...	...	...	...	...	...	22	...
Loh Lai Seng ...	2	...	...	...	...	...	2	...	...	...	5	...	49	...	...	...	22	26	...
Marsiling ...	...	...	...	...	...	...	...	...	...	...	75	...	6	...	...	...	21	58	...
Montgreenen ...	...	...	...	...	...	...	...	...	...	...	4	...	1	...	...	...	2	3	...
Mandai-Tekong ...	3	...	1	...	...	...	...	4	...	4	2	5	...	...	...	...	1	5	...
Nisshim Rubber ...	1	...	3	...	...	...	3	...	...	1	133	...	132	...	...	...	158	99	...
Nah Giap Seng ...	...	...	...	...	...	...	...	...	...	...	7	...	...	...	...	...	...	7	...
Nederlandsche Gutta Percha ...	...	...	...	...	...	...	...	...	...	...	53	...	9	...	...	...	9	49	...
Oriental Telephone & Electric Co. ...	23	...	29	...	...	...	16	37	...	36	24	...	16	...	...	...	8	32	...
Ohero Rubber ...	2	...	...	...	...	...	...	2	...	2	...	...	...	...	...	...	...	...	...
Pasir Panjang Rubber ...	75	...	38	...	...	...	57	49	...	56	...	...	...	...	...	...	...	...	...
Perseverance Rubber ...	14	...	...	...	...	...	14	7	...	...	1	...	...	...	...	...	1	1	...
Puloe Brani Smelting Works ...	115	...	57	...	1	...	73	86	1'16	98	307	...	140	...	4	...	178	252	1'59	
Raman Chetty ...	...	...	...	...	...	...	...	...	...	...	3	...	1	...	...	...	2	3	...
Ramasamy Naidoo ...	1	...	...	...	...	...	...	1	...	1	...	...	...	...	...	...	...	...	...
Seng Boo Lim ...	...	...	...	...	...	...	...	...	...	...	49	...	200	...	...	...	139	76	...
Singapore United Rubber Plantations ...	169	...	21	...	...	...	47	144	...	143	88	...	9	...	...	...	37	61	...
Serangoon Rubber ...	...	...	...	...	...	...	...	...	...	...	6	...	...	...	...	...	...	6	...
Siglap Rubber & Coconut ...	7	...	...	...	...	...	4	3	...	3	1	...	1	...	...	...	2	1	...
Singapore Cold Storage ...	...	...	...	...	...	...	...	...	...	...	96	...	5	...	...	...	14	87	...
Singapore Electric Tramways ...	145	...	5	...	...	...	...	150	...	150	...	...	...	...	...	...	...	...	...
<i>Carried forward</i> ...	1,383	4	491	23	2	74	531	1,325	150	1,294	2,666	5	897	2	4	...	1,026	2,560	156	

DIX D.

Singapore, Penang, Province Wellesley and the Dindings in 1921.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.
Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.		
Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
...	34	...	...	31	23	52	...	41	2	...	2	...	...	...	1	3	...	3	Singapore.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Alexandra Brick-Works.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Anamalai Chetty.
...	...	...	...	...	...	1	...	1	2	...	...	...	...	...	...	2	...	2	Alagappa Chetty.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Ayer Gumaroo.
...	...	...	...	...	...	...	...	...	487	...	28	...	...	...	94	464	...	421	Aik Cheong.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Asiatic Petroleum Co.
...	111	...	...	...	69	286	...	273	...	...	...	...	...	...	...	...	...	...	Abdul Kader & Co.
...	9	...	...	...	5	18	...	19	...	...	...	...	...	...	...	...	...	...	Bukit Sembawang Rubber Co.
...	41	2	...	...	81	37	...	16	...	...	23	6	1	...	4	18	5'56	24	Bukit Timah Rubber Estate.
...	...	...	...	...	...	2	...	2	...	...	...	...	...	...	...	...	...	...	Bugis Rubber Works.
...	2	...	...	...	2	...	...	...	12	...	...	...	...	...	12	...	...	...	Bukit Panjang Rubber Estate.
...	7	...	...	...	8	21	...	24	16	...	...	2	...	...	7	12	...	11	Brossard Mopin.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Central Engine Works
...	1	...	...	...	...	14	...	14	19	...	...	...	...	...	2	18	...	17	Cable Dépôt, Eastern Extension Telegraph Co.
...	...	...	...	...	...	...	...	...	5	...	...	...	...	...	...	5	...	5	Fraser & Cumming.
...	106	...	...	...	41	74	...	101	...	...	...	...	...	...	...	...	...	...	Firestone Tire & Rubber Co.
...	1	...	...	...	14	10	...	9	...	...	...	...	...	...	...	...	...	...	Grove.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Ho Hong Portland Cement Works.
...	4	...	...	...	5	34	...	35	...	...	...	...	...	...	...	...	...	...	Henlay, W. T.
...	...	...	...	...	...	...	...	...	10	...	10	...	...	...	...	17	...	20	Kee San.
...	...	...	...	...	3	1	...	...	...	...	...	...	...	...	...	...	...	...	Loh Lai Seng.
...	17	...	...	...	9	8	...	10	...	...	...	...	...	...	...	...	...	...	Marsiling.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Montgreenen.
...	8	...	...	...	32	164	...	149	52	...	20	...	...	...	12	53	...	60	Mandai-Tekong.
...	...	...	...	...	...	...	...	...	84	...	96	...	1	...	61	131	76	118	Nisshim Rubber.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Nah Giap Seng.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Nederlandsche Gutta Percha.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Oriental Telephone & Electric Co.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Ohero Rubber.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Pasir Panjang Rubber.
...	...	...	...	...	47	25	...	2	9	...	1	...	...	...	10	...	...	10	Perseverance Rubber.
...	34	...	2	...	49	182	1'09	179	50	...	14	...	...	...	17	51	...	47	Puloe Brani Smelting Works.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Raman Chetty.
...	41	...	...	...	26	9	...	15	...	...	...	...	...	...	...	...	...	...	Ramasamy Naidoo.
...	36	...	...	...	84	290	...	312	...	...	...	...	...	...	...	...	...	...	Seng Boo Lim.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Singapore United Rubber Plantations
...	...	...	...	...	9	14	...	10	...	...	...	...	...	...	...	...	...	...	Serangoon Rubber.
...	18	...	...	...	2	11	...	16	...	...	...	...	...	...	...	...	...	...	Siglap Rubber & Coconut.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Singapore Cold Storage.
...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	Singapore Electric Tramways.
...	470	2	2	31	509	1,253	160	1,228	748	...	194	8	2	...	210	784	26	738	Carried forward.	

Statistics of Labourers employed on Estates and in Public Departments

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	
<i>Brought forward ...</i>	1,383	4	491	23	2	74	531	1,325	150	1,294	2,666	5	897	2	4	...	1,026	2,560	156	
Swanson & Sebested	109	...	38	...	...	...	31	109	...	116	117	...	68	...	...	...	21	159	...
Seletar Rubber	101	...	6	...	1	...	78	69	1'45	28	...	...	...	...	...	...	...	...	...
Singapore Shipway & Engineering	...	...	...	...	...	...	...	...	...	...	450	...	22	...	...	...	266	382	...
Trafalgar Ltd.	...	...	20	...	...	...	...	15	...	20	3	...	...	...	...	...	...	3	...
Tampinis Cement Tile Works	...	...	...	...	...	...	...	...	...	...	33	...	11	...	...	...	9	40	...
Topham, Jones & Railton	236	...	239	...	...	...	84	273	...	391	595	...	384	...	10	...	230	594	1'68
Tan Kah Kee	...	...	...	...	...	...	...	...	...	...	950	...	725	...	...	...	162	1,301	...
Ulobri Rubber	43	...	30	...	...	...	68	26	...	5	...	...	...	...	...	...	...	...	...
Ulu Pandan (S'pore) Rubber	12	...	2	4	...	...	3	14	...	15	27	...	5	...	...	...	24	7	...
United Engineers	455	...	...	...	...	...	267	319	...	188	675	...	217	...	...	...	100	768	...
Veerappa Chetty	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	1	...	...
W. W. & Co.	...	...	...	...	...	...	...	...	...	...	2	...	37	...	...	...	...	27	...
Ye Hoe Yuan	...	...	...	...	...	...	...	...	...	...	6	...	...	...	...	...	...	6	...
Total (Singapore) ...	2,339	4	826	27	3	74	1,062	2,150	140	2,057	5,525	5	2,366	2	14	...	1,839	5,847	239	
<i>Penang.</i>																				
Balik Pulau	26	...	8	...	...	1	13	18	...	20	...	...	56	...	...	6	20	7	...
Glugor	39	...	39	...	...	...	12	61	...	66	...	...	...	...	...	...	...	...	...
Sin Hong Huat	13	...	3	...	...	...	2	13	...	14	5	...	1	...	...	...	...	5	...
Sungei Glugor	21	...	7	...	...	...	5	21	...	23	9	...	5	...	...	...	3	9	...
Sugei Nibong	40	...	19	...	...	...	9	40	...	50	14	...	8	...	...	...	...	18	...
Total (Penang) ...	139	...	76	...	...	1	41	153	...	173	28	...	70	...	...	6	23	39	...
<i>Province Wellesley.</i>																				
Alma	172	...	169	...	1	59	34	226	44	247	...	...	...	...	...	...	...	...	...
Bakap Plantations	182	3	97	48	3	104	16	192	1'56	207	...	...	...	...	...	...	...	...	...
Batu Kawan	726	14	31	...	4	135	133	617	'65	499	30	...	10	...	...	...	12	32	...
Bertam	2,301	159	943	33	25	744	626	2,196	1'14	2,041	...	...	...	...	...	...	...	...	...
Bukit Tambun	118	...	103	...	...	61	23	131	...	137	...	...	...	...	...	...	...	...	...
Bukit Toh Alang	128	2	66	...	3	...	42	141	2'13	151	...	...	1	...	...	...	1	...	...
Byram	387	...	60	41	1	34	91	360	'28	362	1	...	...	...	...	...	...	1	...
Caledonia	553	...	196	...	13	...	153	610	2'13	583	...	...	...	...	...	...	...	...	...
Changkat	425	...	37	...	2	26	121	360	'56	313	...	...	...	...	...	...	...	...	...
Gin Hong	17	...	2	...	...	...	19	4	...	...	...	...	...	...	...	...	...	...	...
Golden Grove	242	2	...	33	...	56	55	183	...	166	18	...	12	...	...	...	21	22	...
Jawi	313	24	12	11	2	21	131	262	'76	206	...	...	...	...	...	...	...	...	...
Juru	342	...	7	4	1	31	33	312	'32	288	3	...	1	...	...	...	2	3	...
Kampong Lima	42	...	35	...	...	...	71	24	...	6	...	...	...	...	...	...	...	...	...
Keat Hin	17	...	29	...	...	1	17	16	...	28	1	...	...	...	...	...	1	...	...
Kebun Kechil	...	...	146	...	...	116	25	11	...	5	...	...	...	...	...	...	...	...	...
Krian	252	...	8	9	1	1	50	239	'42	217	...	...	...	...	...	...	...	...	...
Krian (Kedah)	72	2	85	...	...	9	45	90	...	105	...	...	...	...	...	...	...	...	...
Lee Seng Coconut	37	...	5	...	...	...	4	36	...	38	4	...	1	...	...	...	...	4	...
Malakoff	613	1	23	6	2	141	47	528	'38	453	1	...	1	...	...	...	...	2	...
Carried forward ...	6,939	207	2,054	185	58	1,539	1,736	6,538	887	6,052	58	...	26	...	...	...	37	64	...

D.—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1921.—Continued.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.*	Percentage of deaths.	Number on 31st December, 1921.		
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
1,298	...	470	2	2	31	509	1,253	160	1,228	748	...	194	8	2	...	210	784	26	738	Brought forward.	
2	2	...	2	...	...	1	...	...	...	...	...	...	1	Swanson & Sehested.	
100	100	63	...	...	...	...	...	...	...	...	...	...	...	...	Seletar Rubber;	
4	4	...	4	12	...	...	...	...	...	...	12	...	12	Singapore Shipway &	
41	22	26	...	19	1	...	...	...	...	...	...	1	...	1	Engineering.	
2	...	1	...	...	...	...	3	...	3	...	...	...	...	...	...	...	...	...	...	Trafalgar Ltd.	
40	...	66	...	...	...	20	55	...	86	63	...	137	...	1	...	161	61	166	38	Tampinis Cement Tile	
...	Works.	
...	Topham, Jones &
...	Railton.
...	Tan Kah Kee.
...	Ulobri Rubber.
13	...	2	...	...	...	8	8	...	7	...	...	...	...	...	...	...	...	...	...	...	Ulu Pandan (S'pore)
102	...	117	...	...	...	28	162	...	191	17	...	9	...	...	3	19	...	...	23	Rubber.	
...	United Engineers.
...	Veerappa Chetty.
...	W. W. & Co.
...	Ye Hoe Yuan.
1,602	...	656	2	2	31	687	1,576	127	1,540	841	...	341	8	3	...	374	877	342	813	Total. (Singapore)	
...	Penang.
...	8	...	...	...	1	2	...	7	...	Balik Pulau.
...	Glugor.
...	5	...	...	...	...	...	2	3	...	3	...	Sin Hong Huat.
...	2	...	...	...	...	...	...	2	...	2	...	Sungei Glugor.
...	15	...	98	...	...	...	3	55	...	110	...	Sungei Nibong.
...	22	...	106	...	...	...	6	62	...	122	...	Total (Penang)
...	Province Wellesley.
...	15	...	16	...	...	...	28	16	...	3	...	Alma.
74	...	4	...	...	14	5	64	...	59	...	...	...	...	...	...	...	...	...	...	...	Bakap Plantations.
...	...	233	...	...	31	23	91	...	179	...	...	...	...	...	...	...	...	...	...	...	Batu Kawan.
...	Bertam.
...	125	...	131	...	...	...	95	147	...	161	...	Bukit Tambun.
147	...	8	...	1	3	33	129	78	118	3	...	...	...	...	...	3	...	...	3	...	Bukit Tob Alang.
...	1	...	...	...	...	...	1	...	...	...	...	Byram.
...	Caledonia.
...	Changkat.
180	...	29	...	2	25	25	168	119	157	6	...	51	...	...	3	5	...	51	...	...	Gin Hong.
...	4	...	...	...	2	...	...	4	...	Golden Grove.
...	14	...	...	5	...	...	3	14	...	16	...	Jawi.
...	Juru.
...	...	36	...	...	6	12	...	...	30	35	...	30	...	...	29	38	...	36	...	...	Kampung Lima.
...	20	...	31	...	...	28	17	...	23	...	...	Keat Hin.
...	33	...	...	12	21	5	...	...	...	Kebun Kechil.
35	...	17	...	...	21	23	18	...	8	20	4	...	...	16	2	7	...	2	...	...	Krian.
...	52	...	18	...	...	1	43	40	...	26	...	Krian (Kedah)
...	8	...	16	...	...	...	12	...	24	...	...	Lee Seng Coconut.
...	17	...	84	...	...	65	34	...	36	...	...	Malakoff.
436	...	327	...	3	94	115	482	62	551	316	...	414	5	...	94	253	365	...	388	Carried forward.	

Statistics of Labourers employed on Estates and in Public Departments in

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.									
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward</i>	6,939	207	2,054	185	58	1,539	1,736	6,538	887	6,052	58	...	26	...	...	...	37	64	...	47
Mayfield ...	204	...	112	...	7	...	61	232	3'02	248	40	...	...	...	...	...	40	20	...	...
Permatang Langat ...	9	...	...	...	...	...	3	7	...	6	...	...	...	...	...	...	...	...	...	...
Prye Rubber & Coconut ...	460	...	1	28	2	90	55	408	49	342	...	...	...	...	...	...	...	...	...	...
Prye (Township) ...	65	...	...	35	...	26	...	65	...	74	...	...	...	...	...	...	...	...	...	...
Sempah ...	310	...	80	...	2	70	80	275	73	238	...	...	...	...	...	...	...	...	...	...
Simpang ...	210	7	94	...	3	...	75	235	1'28	233	...	...	...	...	...	...	...	...	...	...
Sungei Duri ...	46	2	41	18	1	12	42	49	2'04	52	...	...	...	...	...	...	...	...	...	...
Sungei Kechil ...	118	...	15	...	1	7	13	114	88	112	...	...	...	...	...	...	...	...	...	...
Trans-Krian ...	254	1	53	78	5	81	77	213	2'35	223	...	...	...	...	...	...	...	...	...	...
Toh Kandang ...	6	...	...	...	...	...	6	2	...	...	10	...	...	...	...	...	10	3	...	...
Val d'or ...	502	...	101	...	...	168	15	472	...	420	39	...	21	...	...	1	39	21	...	24
Yorak ...	44	...	35	2	1	...	23	46	2'17	57	1	...	...	...	...	...	1	...	...	...
Total (Province Wellesley)	9,167	217	2,586	346	80	1,993	2,186	8,656	924	8,057	148	...	47	...	...	1	127	108	...	67
<i>Dindings.</i>																				
Cashwood ...	251	1	98	5	...	65	143	192	..	147	...	...	...	...	...	...	...	...	...	...
Dindings Coconut ...	352	2	39	1	1	9	44	345	29	340	16	...	1	...	...	...	7	12	...	14
Kampong Acheh ...	36	...	6	...	...	...	7	36	...	35	...	...	...	...	...	...	...	...	...	...
Kramat ...	221	...	10	...	1	...	168	100	1'00	62	...	...	...	...	...	...	...	...	...	...
Harcroft ...	323	2	...	8	2	17	10	311	64	304	...	...	...	...	...	...	...	...	...	...
Pundut ...	606	...	29	...	3	13	149	530	57	470	...	...	...	...	...	...	...	...	...	...
Sandycroft ...	197	...	...	...	...	17	135	90	...	45	...	...	...	...	...	...	...	...	...	...
Segari Rubber ...	126	2	3	...	...	31	21	105	...	79	...	...	...	...	...	...	...	...	...	...
Total (Dindings)	2,112	7	185	14	7	152	677	1,709	410	1,482	16	...	1	...	...	...	7	12	...	10
GOVERNMENT DEPARTMENTS. Singapore																				
Botanical Gardens ...	48	...	76	...	1	12	22	83	1'20	89	2	...	...	...	...	...	...	2	...	2
F. M. S. Railways ...	283	...	318	...	2	1	452	283	1'37	146	538	...	84	...	4	...	451	311	1'28	167
Municipality ...	3,527	...	581	...	...	...	73	3,954	...	4,035	918	...	10	...	...	...	240	1,126	...	688
Public Works Department ...	594	...	52	...	...	...	234	404	...	412	...	...	...	...	...	...	...	...	...	...
Port Health Officer ...	21	...	66	...	...	...	14	70	...	73	1	...	...	...	...	...	...	1	...	1
Survey Department ...	1	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...
Singapore Harbour Board ...	1,989	...	913	...	...	...	816	2,199	...	2,086	3,276	7	1,408	...	1	...	1,429	3,656	03	3,261
Total (Singapore)	6,463	...	2,006	...	3	13	1,612	6,993	043	6,841	4,735	7	1,502	...	5	...	2,120	5,096	098	4,119
<i>Penang.</i>																				
Assistant Postmaster-General ...	72	...	45	...	1	...	36	72	1'39	80	...	...	...	...	...	...	...	...	...	...
Chief Medical Officer ...	43	...	16	...	...	...	17	43	...	42	...	...	1	...	...	...	...	...	...	1
Dy. Colonial Engineer, P. W. D. ...	298	...	234	6	10	19	212	318	3'14	297	22	...	19	...	...	...	14	24	...	27
<i>Carried forward</i> ...	413	...	295	6	11	19	265	433	2'54	419	22	...	20	...	...	...	14	24	...	26

D.—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1921.—Continued.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.	
Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.		
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	
436	...	327	...	3	94	115	482	62	551	316	...	414	5	...	94	253	365	...	388	Brought forward.	
117	2	...	39	95	...	76	43	...	56	...	...	...	29	58	...	70	Mayfield.	
118	7	1	14	12	107	93	98	52	...	4	...	...	...	39	38	...	17	Permantang Langat.	
...	2	...	1	...	...	...	...	2	...	3	Prye Rubber & Coconut.	
...	25	...	36	...	...	6	26	35	...	29	Prye (Township)	
...	Sempah.	
...	Simpang.	
...	Sungei Duri.	
47	3	1	12	37	29	3.45	...	3	...	...	...	...	...	1	2	...	2	Sungei Kechil.	
...	20	...	...	...	...	...	20	7	...	...	Trans-Krian.	
11	...	16	...	...	25	2	8	...	...	3	...	2	...	...	2	3	1	...	...	Toh Kandang.
...	3	...	90	...	...	...	15	61	...	78	Val d'or.	
729	...	343	10	7	145	205	721	971	725	467	...	603	5	...	102	386	569	...	587	Total (Province Wellesley)	
...	Dindings.
...	6	...	3	...	...	...	1	7	...	8	Cashwood.	
...	1	...	1	...	...	...	1	...	...	1	Dindings Coconut.	
...	Kampong Acheh.
...	Kramat.
...	Harcroft.
...	Pundut.
...	Sandycroft.
...	Segari Rubber.
...	7	...	4	...	...	...	2	7	...	9	Total (Dindings)	
...	GOVERNMENT DEPARTMENTS. Singapore.
39	...	53	13	70	...	79	Botanical Gardens.
22	...	4	...	...	...	24	16	...	2	16	...	...	8	...	...	7	12	...	11	F. M. S. Railways.
850	3	8	...	...	...	153	776	...	708	14	...	31	...	...	...	1	42	...	44	Municipality.
...	Public Works Department.
...	Port Health Officer.
33	...	25	10	43	...	48	Survey Department.
147	...	56	...	...	...	61	161	...	142	221	...	12	...	...	...	55	201	...	178	Singapore Harbour Board.
1,091	3	146	...	...	...	261	1,066	...	979	251	...	43	8	...	...	63	255	...	233	Total (Singapore)
...	Penang.
...	12	...	8	...	...	...	4	14	...	10	Assistant Postmaster-General.	
...	Chief Medical Officer
...	...	1	...	...	...	1	...	...	...	3	...	43	...	...	...	23	16	...	23	Dy. Colonial Engineer, P.W.D.
...	...	1	...	...	...	1	...	...	...	15	...	51	...	...	...	27	30	...	33	Carried forward.

Statistics of Labourers employed on Estates and in Public Departments in

PLACE OF EMPLOYMENT.	INDIANS.									CHINESE.										
	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.			
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
<i>Brought forward ...</i>	413	...	295	6	11	19	265	433	2'54	419	22	...	20	...	...	...	14	24	...	28
Penang Harbour Board (Prye River Dock)...	78	...	54	...	...	12	15	81	...	105	114	...	41	...	...	31	31	99	...	93
Penang Harbour Board (Wharves)...	137	...	279	...	...	4	199	234	...	213	21	...	27	...	...	...	19	28	...	29
Railway Construction	584	...	213	...	11	...	526	431	2'55	260	123	...	102	...	1	...	121	143	70	103
Rural Board	20	...	...	...	...	...	...	20	...	20	...	...	...	...	...	...	...	...	...	...
Survey Department	20	...	36	...	...	...	23	29	...	33	...	...	...	...	...	...	...	...	...	...
Municipality	1,985	...	37	83	...	...	8	2,058	...	2,097	221	...	5	...	...	...	5	220	...	221
Total (Penang)	3,237	...	914	89	22	35	1,036	3,286	670	3,147	501	...	195	...	1	31	190	514	195	474
<i>Province Wellesley.</i>																				
Public Works Department ...	583	...	399	71	3	64	358	674	45	628	18	...	16	...	...	1	14	19	...	19
Rural Board	51	...	...	...	...	...	...	51	...	51	...	...	...	...	...	...	...	...	...	...
Railway Construction	102	...	243	...	2	138	100	96	2'08	105	694	...	199	...	...	...	648	438	...	245
Total (Province Wellesley)	736	...	642	71	5	202	458	821	609	784	712	...	215	...	...	1	662	457	...	264
<i>Dindings.</i>																				
Public Works Department ...	157	...	82	...	2	25	45	164	1'22	167	1	...	2	...	...	...	...	2	...	3
Total (Dindings)	157	...	82	...	2	25	45	164	1'22	167	1	...	2	...	...	...	...	2	...	3
SUMMARY. <i>Estates.</i>																				
Singapore	2,339	4	826	27	3	74	1,062	2,150	140	2,057	5,525	5	2,366	2	14	...	1,839	5,847	239	6,045
Penang	159	...	76	...	...	1	41	153	...	173	28	...	70	...	...	6	23	39	...	69
Province Wellesley	9,167	217	2,586	346	80	1,993	2,186	8,656	924	8,057	148	...	47	...	...	1	127	108	...	67
Dindings	2,112	7	165	14	7	152	677	1,709	410	1,482	16	...	1	...	...	...	7	12	...	10
GRAND TOTAL.	13,777	228	3,653	387	90	2,220	3,966	12,668	710	11,769	5,717	5	2,484	2	14	7	1,996	6,006	233	6,191
GOVERNMENT DEPARTMENTS. <i>Summary.</i>																				
Singapore	6,463	...	2,006	...	3	13	1,612	6,993	043	6,841	4,735	7	1,502	...	5	...	2,120	5,096	098	4,119
Penang	3,237	...	914	89	22	35	1,036	3,286	670	3,147	501	...	195	...	1	31	190	514	195	474
Province Wellesley	736	...	642	71	5	202	458	821	609	784	712	...	215	...	...	1	662	457	...	264
Dindings	157	...	82	...	2	25	45	164	1'22	167	1	...	2	...	...	...	...	2	...	3
GRAND TOTAL.	10,593	...	3,644	160	32	275	3,151	11,264	284	10,939	5,949	7	1,914	...	6	32	2,972	6,069	099	4,860

D.—Continued.

Singapore, Penang, Province Wellesley and the Dindings in 1921.—Continued.

Number on 1st April, 1921.	JAVANESE.									OTHERS.									PLACE OF EMPLOYMENT.	
	Additions.			Deductions.			Average population.	Percentage of deaths.	Number on 31st December, 1921.	Number on 1st April, 1921.	Additions.			Deductions.			Average population.	Percentage of deaths.		Number on 31st December, 1921.
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.				
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
..	..	1	..	..	..	1	..	..	..	15	..	51	..	..	..	27	30	..	33	Brought forward.
..	21	..	4	..	..	..	..	22	..	25	Penang Harbour Board (Frye River Dock).
..	125	..	..	..	16	50	..	109	Penang Harbour Board (Wharves)
..	16	..	..	..	..	..	8	12	..	8	Railway Construction
..	23	..	35	..	..	..	41	18	..	17	Survey Department.
43	1	42	..	42	29	..	1	..	..	..	..	29	..	30	Municipality.
43	..	1	..	..	..	2	42	..	42	104	..	216	..	..	..	92	161	..	222	Total (Penang)
..	129	..	22	5	1	..	60	116	86	95	Province Wellesley. Public Works Department.
..	21	..	69	..	..	..	67	29	..	23	Rural Board. Railway Construction
..	150	..	91	5	1	..	127	145	690	118	Total (Province Wellesley)
..	11	..	30	..	..	..	17	20	..	24	Dindings. Public Works Department.
..	11	..	30	..	..	..	17	20	..	24	Total (Dindings)
1,602	..	656	2	2	31	687	1,576	127	1,540	841	..	341	8	3	..	374	877	342	813	SUMMARY. Estates.
..	22	..	106	..	..	..	6	62	..	122	Singapore.
729	..	343	10	7	145	205	721	971	725	467	..	603	5	..	102	386	569	..	587	Penang.
..	7	..	4	..	..	..	2	7	..	9	Province Wellesley. Dindings.
1,331	..	999	12	9	176	892	2,297	391	2,265	1,337	..	1,054	13	3	102	768	1,515	198	1,531	GRAND TOTAL.
1,091	3	146	..	..	..	261	1,066	..	979	251	..	43	8	..	..	63	255	..	243	GOVERNMENT DEPARTMENTS. Singapore.
43	..	1	..	..	..	2	42	..	42	104	..	216	..	..	..	92	161	..	222	Singapore.
..	150	..	91	5	1	..	127	145	690	118	Province Wellesley.
..	11	..	30	..	..	..	17	20	..	24	Dindings.
11,134	3	147	..	..	..	263	1,108	..	1,021	516	..	380	13	1	..	299	581	172	607	GRAND TOTAL.

APPENDIX E.

List of Tamil Schools on Estates in Province Wellesley at the end of 1921.

Name of Estates.	Average attendance.	Remarks.
<i>Province Wellesley.</i>		
Batu Kawan Estate	34	Recommended for Grant-in-aid.
Bertam Estate	29	
Byram Estate	25	
Caledonia Estate (St. Anthony's Roman Catholic School)	24	Do.
Caledonia Estate	21	Do.
Changkat Estate	14	
Jawi Estate	33	
Krian Estate	28	
Malakoff Estates	22	
Mayfield Estates	15	
Prye Estate	21	Do.

Statistics of Labourers employed on Estates

PLACE OF EMPLOYMENT.	INDIANS.									CHINESE.									
	Number employed on 1st April, 1921.	Additions			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions			Deductions.			Average Population.	Percentage of Deaths p.a.
		Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged Locally.	Deserters Recovered	Deaths.	Desertions.	Discharged.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Alor Gajah ...	96	20	16	...	8	7	20	96	11'11	97	...	...	...	...	...	...	...	...	...
Ayer Molek ...	...	...	...	...	...	...	...	...	...	...	38	...	45	...	...	...	35	47	...
Ayer Panas ...	310	124	254	5	6	75	242	339	2'368	370	14	...	...	...	...	...	11	6	...
Ayer Rajah ...	51	...	32	...	1	...	15	52	2'56	67	30	...	...	...	...	...	...	30	...
Ayer Salak ...	...	...	...	...	...	...	...	...	...	...	24	...	13	...	...	...	4	28	...
Batang Malaka ...	282	...	16	55	3	72	82	228	1'76	196	...	...	...	...	...	...	...	...	...
Batu Berkarat ...	94	...	99	7	6	23	64	96	8'33	98	...	...	65	...	...	...	59	20	...
Batulang ...	233	12	178	...	3	56	156	150	2'67	208	...	...	...	...	...	...	...	...	...
Bekoh ...	89	3	22	...	2	5	24	77	3'47	83	...	...	...	...	...	...	...	...	...
Bemban (Dunlop) ...	77	...	121	...	2	...	53	88	3'03	143	...	...	...	...	...	...	...	...	...
Bemban ...	...	...	...	...	...	...	...	...	...	...	18	...	...	...	...	...	...	18	...
Beng Kong Seng ...	...	...	...	...	...	...	...	...	...	...	29	...	1	...	...	...	...	30	...
Bertam ...	333	14	183	...	4	135	165	293	1'83	226	122	...	44	...	...	3	131	...	...
Bishop of Malacca ...	...	...	...	...	...	...	...	...	...	...	40	...	2	...	...	2	40	...	...
Bukit Asahan ...	502	41	45	...	3	74	311	358	1'12	200	95	...	232	...	5	90	205	...	...
Bukit K. B. ...	...	...	...	...	...	...	...	...	...	...	18	...	2	...	...	2	18	...	...
Bukit Kajang ...	688	48	276	6	11	332	304	474	3'09	371	241	...	2	...	...	183	107	...	...
Bukit Katil ...	9	...	...	...	...	...	5	5	...	4	...	...	60	...	...	19	24	...	...
Bukit Lintang ...	166	9	14	4	3	13	15	167	2'40	162	1	...	...	...	...	...	1	...	...
Chan Cheng Siew ...	4	...	...	...	...	...	2	3	...	2	167	...	22	...	...	65	139	...	...
Chan Geok Kum ...	...	...	...	...	...	...	...	...	...	...	35	...	4	...	...	3	35	...	...
Chan Kang Swee ...	...	...	...	...	...	...	...	...	...	...	52	...	...	...	...	34	29	...	...
Chempedak ...	101	...	21	...	...	4	8	106	...	110	...	...	...	...	...	...	...	...	...
Cheng ...	191	...	55	7	1	44	28	175	76	180	...	...	...	...	...	...	...	...	...
Chi Sim Chong ...	...	...	...	...	...	...	...	...	...	...	12	...	10	...	...	...	17	...	...
Devon ...	927	136	174	56	17	215	328	831	2'73	733	199	...	152	...	...	141	216	...	...
Diamond Jubilee ...	944	60	173	18	13	83	425	801	2'16	674	66	...	15	...	...	51	40	...	...
Durian Tunggal ...	228	3	29	4	1	18	217	129	1'04	28	1	...	...	...	...	1	1	...	...
E. Kong Guan I ...	...	...	...	...	...	...	...	...	...	...	9	...	16	...	...	10	15	...	...
E. Kong Guan II ...	...	...	...	...	...	...	...	...	...	...	49	...	8	...	...	24	33	...	...
E. Kong Guan III ...	...	...	...	...	...	...	...	...	...	...	21	...	16	...	...	12	18	...	...
Gadek ...	272	...	119	...	4	128	85	238	2'33	174	...	...	32	...	...	32	8	...	...
Gadek (Chetty) ...	170	22	289	22	5	211	86	198	3'37	201	...	...	...	...	...	...	...	...	...
Garing ...	259	...	92	54	3	84	131	215	1'87	187	...	...	...	...	...	...	...	...	...
Goh Soh Pin ...	...	...	...	...	...	...	...	...	...	...	125	...	107	...	...	109	107	...	...
Goodyear ...	...	...	...	...	...	...	...	...	...	...	16	...	5	...	...	21	14	...	...
Investing Rubber ...	4	...	...	...	...	...	4	3	...	...	28	...	16	...	...	1	32	...	...
Jasin ...	187	33	22	11	1	20	41	194	69	191	...	...	...	...	...	...	...	...	...
Jasin Lallang ...	238	25	530	3	10	235	176	356	3'75	375	...	...	...	...	...	...	...	...	...
Kelemak ...	128	...	164	1	...	26	72	164	...	195	84	...	106	...	29	88	79	...	...
Kemendore ...	151	...	33	...	1	10	77	119	1'12	96	185	...	45	...	42	67	146	...	...
Kempas (Home) ...	164	...	86	...	3	19	71	152	2'63	157	...	...	...	...	...	...	...	...	...
Kempas (Lubok China) ...	97	11	46	...	...	33	40	84	...	81	...	...	...	...	...	...	...	...	...
Kemuning ...	150	...	109	...	...	14	79	148	...	166	166	...	43	...	...	44	168	...	...
Krubong ...	123	...	39	47	4	25	59	123	4'33	121	...	...	10	...	...	6	1	...	...
Kru ...	354	21	163	...	3	115	130	334	1'20	290	...	...	...	...	...	...	...	...	...
Lee Thin ...	...	...	...	...	...	...	...	...	...	...	8	...	5	...	...	4	10	...	...
Lendu ...	230	6	...	...	3	...	28	220	1'81	205	31	...	1	...	...	6	29	...	...
Leong Long Man ...	...	...	...	...	...	...	...	...	...	...	30	...	9	...	...	...	32	...	...
Leong Tow Poon ...	...	...	...	...	...	...	...	...	...	...	144	...	14	...	...	26	131	...	...
Leong Watt Hin ...	...	...	...	...	...	...	...	...	...	...	30	...	11	...	...	5	33	...	...
Lim Kim Suah ...	...	...	...	...	...	...	...	...	...	...	36	...	...	...	...	...	36	...	...
Lim Peh ...	...	...	...	...	...	...	...	...	...	...	57	...	8	...	...	...	60	...	...
Malacca Pinda (Home) ...	1	...	28	...	...	...	28	1	...	1	84	...	55	...	...	52	97	...	...
Malacca Pinda (Division II) ...	25	...	2	...	2	...	15	14	19'05	10	41	...	46	...	...	50	38	...	...
Melekek ...	...	...	2	...	...	...	...	1	...	2	338	...	81	...	...	139	287	...	...
Merlimau ...	776	128	63	433	17	241	249	867	2'67	893	10	...	...	...	...	2	9	...	...
Carried forward ...	8,654	716	3,495	733	140	2,317	3,835	7,889	2'37	7,297	2,694	...	1,303	...	76	1,401	2,565	...	...

DIX F.

and in Public Departments in Malacca in 1921.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.
Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	
	Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.				
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
..	24	..	32	..	..	..	12	30	..	44	Alor Gajah
..	6	..	7	..	..	3	8	4	2	44	Ayer Molek
..	2	Ayer Panas
..	5	..	..	..	..	2	5	..	Ayer Rajah
..	Ayer Salak
..	7	..	..	..	7	3	..	..	Batang Malaka
..	6	5	..	..	Batu Berkarat
..	..	12	..	..	..	12	3	..	..	3	..	20	..	..	..	..	..	..	..	Batulang
..	Bekoh
..	..	63	..	..	..	62	30	..	1	..	..	1	..	..	..	1	..	..	1	Bemban (Dunlop)
..	Bemban
..	Beng Kong Seng
..	38	..	24	..	..	..	31	43	..	31	Bertam
..	5	..	2	..	..	..	6	..	..	7	Bishop of Malacca
121	..	116	..	..	21	168	96	..	48	21	..	23	..	..	..	20	13	..	24	Bukit Asahan
..	4	..	..	..	..	..	..	4	..	4	Bukit K. B.
113	..	47	..	2	30	63	82	3.25	65	10	..	..	..	..	..	4	8	..	6	Bukit Kajang
..	..	4	..	..	..	4	1	..	..	4	..	12	..	..	..	5	4	..	7	Bukit Katil
..	1	..	..	..	2	3	..	3	Bukit Lintang
1	..	5	..	..	..	..	4	..	6	78	..	..	..	..	..	30	63	..	48	Chan Cheng Siew
..	1	..	..	..	..	1	..	1	Chan Geok Kum
..	Chan Kang Swee
..	2	..	3	..	..	..	4	1	..	1	Champedak
..	Cheng
..	Chi Sim Chong
73	..	34	..	..	..	107	18	..	..	..	..	17	..	..	..	6	7	..	11	Devon
..	5	..	62	..	..	..	42	16	..	25	Diamond Jubilee
6	..	2	..	..	..	..	7	..	8	22	..	4	..	..	..	26	11	..	..	Durian Tunggal
5	..	5	..	..	..	5	3	..	5	17	..	22	..	..	..	14	23	..	25	E. Kong Guan I.
..	22	..	8	..	..	..	..	25	..	30	E. Kong Guan II.
..	E. Kong Guan III.
..	8	..	..	..	..	..	1	8	..	7	Gadek
..	Gadek Chetty)
..	Garing
..	Goh Soh Pin
..	Goodyear
..	..	2	..	..	..	..	1	..	2	16	..	..	..	..	..	4	14	..	12	Investing Rubber
..	Jasin
..	3	..	1	..	..	..	..	3	..	4	Jasin Lallang
..	28	..	42	..	..	..	46	23	..	24	Kelemak
1	1	1	..	..	1	..	..	..	..	..	1	1	..	..	Kemendore
..	Kempas (Home)
..	Kempas (Luboh China)
3	..	20	..	..	..	14	8	..	9	5	..	..	..	..	..	2	4	..	3	Kemuning
..	Krubong
..	3	..	..	..	..	..	..	3	..	3	Kru
..	1	..	..	..	..	..	..	1	..	..	Lee Thin
..	Lendu
..	Leong Long Man
..	Leong Tow Poon
12	4	10	..	8	58	..	25	..	..	..	24	55	..	59	Leong Watt Hin
8	8	..	8	..	..	..	..	..	..	..	..	..	..	Lim Kim Suah
..	15	..	..	..	..	..	2	15	..	13	Lim Peh
..	10	..	36	..	..	13	19	19	..	14	Malacca Pinda (Home)
..	12	..	30	..	..	..	34	7	..	8	Malacca Pinda (Division II)
..	10	..	1	..	..	..	10	8	..	..	Melekek
..	3	..	..	..	..	..	..	4	..	4	Merliman
343	..	310	..	2	51	440	272	98	160	434	..	386	..	..	16	361	438	..	443	Carried forward

Statistics of Labourers employed on Estates

PLACE OF EMPLOYMENT.	INDIANS.										CHINESE.								
	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.
		Imported.	Engaged locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged Locally.	Deserters Recovered.	Deaths.	Desertions.	Discharged.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
<i>Brought forward ...</i>	8,654	716	3,495	733	140	2,317	3,835	7,889	2'37	7,297	2,694	...	1,303	...	...	76	1,401	2,565	...
Mohamed bin Haji	...	...	...	...	...	...	...	...	...	...	18	...	27	...	...	...	31	16	...
A. Raman	...	...	...	...	...	...	...	...	...	...	48	...	9	...	4	...	11	47	...
Nyalas ...	...	...	...	...	...	...	...	...	...	...	45	...	25	...	...	...	...	58	...
Ong Hin Tiong	...	...	...	...	...	...	...	...	...	...	69	...	5	...	...	...	31	59	...
Ong Hing Hong	...	...	...	...	...	...	...	...	...	...	63	...	59	...	...	...	70	54	...
P. V. Raman Chetty	...	...	...	...	...	...	...	...	...	...	...	...	218	...	...	...	148	82	...
Pegoh (Home)	461	31	394	23	10	255	201	465	2'87	443	...	...	45	...	...	...	2	3	...
Pegoh (Rembia)	83	...	173	15	1	78	37	132	1'01	155	...	...	...	...	...	...	2	3	...
Peralta ...	...	...	...	...	...	...	...	...	...	...	5	...	...	...	...	...	...	...	...
Permata ...	...	...	...	...	...	...	...	...	...	...	2	...	8	...	...	...	2	5	...
Punchor ...	14	...	41	...	...	26	18	20	...	11	...	...	...	...	...	...	...	...	...
Punggor ...	...	...	...	...	...	...	...	...	...	...	27	...	35	...	...	...	42	25	...
Radella ...	63	22	94	...	...	57	46	69	...	76	...	...	...	...	...	...	...	...	...
Rembia ...	412	45	181	...	2	151	231	320	84	254	...	...	...	...	...	...	...	...	...
Rim ...	456	50	12	4	6	61	93	413	1'93	362	72	...	25	...	...	...	87	24	...
Serkam ...	230	...	106	...	5	...	80	233	2'87	251	44	...	14	...	...	...	15	47	...
Sit Keng Seck	...	...	...	...	...	...	...	...	...	...	11	...	25	...	...	...	32	4	...
Sungei Bahru	339	3	...	13	2	29	116	270	99	208	...	...	...	...	...	...	...	...	...
Tampalak (Pengkalan Balak)	1	...	17	...	...	...	9	3	...	9	25	...	35	...	...	...	32	26	...
Tambalah (Tampoi)	4	...	79	...	...	29	32	14	...	22	24	...	10	...	...	...	26	12	...
Tampin ...	45	...	40	...	...	9	76	33	...	...	3	...	3	...	...	...	6	3	...
Tan Chay Yan	...	...	...	...	...	...	...	...	...	...	66	...	1	...	...	...	7	64	...
Tan Cheng Lock	...	...	...	...	...	...	...	...	...	...	22	...	2	...	...	...	13	17	...
Tan Cheng Tiong	...	...	...	...	...	...	...	...	...	...	5	...	11	...	...	...	...	11	...
Tan Chi Eng	...	...	...	...	...	...	...	...	...	...	44	...	4	...	...	...	2	47	...
Tan Chi Eng (Kongsi)	...	...	...	...	...	...	...	...	...	...	24	...	...	...	...	...	2	23	...
Tan Jiak Choo	...	...	8	...	...	...	...	3	...	8	101	...	111	...	1	...	67	124	1'08
Tan Kim Koh	...	...	...	...	...	...	...	...	...	...	36	...	...	...	...	...	2	36	...
Tan Kim Wee	...	...	...	...	...	...	...	...	...	...	60	...	30	...	...	...	10	66	...
Tan Koon Hong	...	...	...	...	...	...	...	...	...	...	8	...	72	10	10	...	...	39	...
Tan Seck	...	...	...	...	...	...	...	...	...	...	41	...	54	...	...	...	30	61	...
Tan Yok Mok	...	...	...	...	...	...	...	...	...	...	40	...	7	...	...	...	7	42	...
Tangga Batu	11	...	...	...	...	...	11	5	...	...	...	...	...	...	...	...	...	...	...
Tan Siew Eng	...	...	...	...	...	...	...	...	...	...	12	...	10	...	...	...	...	15	...
Tebotang	387	14	199	3	4	91	272	238	2'24	236	...	...	...	...	...	...	...	...	...
Tebong ...	557	2	546	...	17	284	338	535	4'24	466	15	...	...	...	...	...	12	6	...
Teh Gi ...	...	...	...	...	...	...	...	...	...	...	25	...	5	...	...	...	10	24	...
Union ...	154	...	71	1	...	25	98	112	...	103	3	...	25	...	...	...	28	1	...
United Malacca	24	...	34	...	...	...	28	27	...	30	8	...	23	...	...	...	22	15	...
Wee Yap Chin (Chaban)	...	...	...	...	...	...	...	...	...	...	35	...	17	...	...	...	22	31	...
Wee Yap Chin (Lendu)	...	...	...	...	...	...	...	...	...	...	20	...	20	...	...	...	25	16	...
Yong Kee Shian	...	...	...	...	...	...	...	...	...	...	70	...	3	...	...	...	3	69	...
TOTAL ...	11,895	883	5,490	792	187	3,412	5,521	10,791	2'31	9,931	3,785	...	2,241	10	1	90	2,198	3,748	'04
<i>Public Departments.</i>																			
District Engineer, Seremban	138	...	55	...	1	22	44	122	1'09	126	1	...	...	...	...	...	...	1	...
Loco Superintendent, Kuala Lumpur	6	...	1	1	...	1	...	7	...	7	...	...	...	...	...	...	...	...	...
Traffic Manager, Kuala Lumpur	15	...	4	...	1	1	3	14	10'19	14	3	...	15	...	...	...	...	7	...
Rev. Surveys	24	...	23	...	...	...	44	9	...	3	...	...	2	...	...	...	2	1	...
Municipal Engineer	298	...	...	...	...	...	49	268	...	249	54	...	2	...	...	...	...	55	...
Executive Engineer	563	...	61	...	3	56	226	396	1'01	341	...	...	...	...	...	...	...	...	...
TOTAL ...	1,046	...	144	1	5	80	366	816	'81	740	58	...	19	...	...	...	2	64	...

F.—Continued.

and in Public Departments in Malacca in 1921.

JAVANESE.										OTHERS.										PLACE OF EMPLOYMENT.
Number employed on 1st April, 1921.	Additions.			Deductions.			Average Populations.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	Number employed on 1st April, 1921.	Additions.			Deductions.			Average Population.	Percentage of Deaths p.a.	Number remaining on 31st December, 1921.	
	Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.					Imported.	Engaged locally.	Deserted Recovered.	Deaths.	Desertions.	Discharged.				
22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42
343	...	310	...	2	51	440	272	'98	160	434	...	386	...	16	361	438	...	443	Brought forward	
...	6	...	7	...	...	3	9	...	10	Mohamed bin Haji	
...	...	2	...	...	2	...	1	...	...	29	...	6	1	...	5	32	...	31	A. Raman
...	13	...	20	...	...	2	21	...	...	Nyalas	
...	Ong Hin Tiong	
27	...	8	...	...	...	35	16	...	...	...	...	166	...	...	106	44	...	60	Ong Hing Hong
...	9	...	...	9	2	...	...	P. V. Raman Chetty	
...	...	3	...	...	2	1	1	...	...	5	...	25	...	...	17	2	...	8	Pegoh (Home)
...	18	...	48	...	...	6	28	...	47	Pegoh (Rembia)	
...	Peralta	
...	52	...	33	...	...	35	54	...	50	Permata	
...	346	...	84	...	...	144	296	...	286	Punchor	
...	32	...	32	...	...	40	14	...	24	Punggor	
...	5	...	...	1	1	...	4	Radella	
...	...	11	...	...	...	11	3	...	...	31	...	25	...	...	30	23	...	26	Rembia
...	10	...	41	...	...	23	13	...	28	Rim	
...	...	4	...	...	...	3	2	...	1	3	...	14	...	...	8	5	...	9	Serkam
...	69	...	18	...	...	22	70	...	65	Sit Keng Seck	
...	3	...	...	...	...	...	...	Sungei Bahru	
...	21	...	1	...	...	5	18	...	17	Tampalak (Pengkalan Balak)	
1	1	...	1	32	...	133	...	...	69	66	...	96	Tampalah (Tampoi)	
...	35	...	...	...	...	15	31	...	20	Tampin	
...	8	...	12	...	...	2	14	...	18	Tan Chay Yan	
...	15	...	1	...	...	10	8	...	6	Tan Cheng Lock	
...	Tan Cheng Tiong	
...	2	...	...	...	...	1	1	...	1	Tan Chi Eng	
15	...	12	...	...	...	26	7	...	1	23	...	...	...	...	8	19	...	15	Tan Chi Eng (Kongsi)
...	32	...	41	...	...	34	42	...	39	Tan Jiak Choo	
...	Tan Kim Koh	
...	Tan Kim Wee	
...	Tan Koon Hong	
...	Tan Seck	
...	Tan Yok Mok	
...	Tangga Batu	
...	Tan Siew Eng	
...	Tebolang	
...	2	...	...	...	...	1	1	...	1	Tebong	
...	Teh Gi	
...	Union	
...	United Malacca	
...	Wee Yap Chin (Chaban)	
...	Wee Yap Chin (Lendu)	
...	Yong Kee Shian	
386	...	350	...	2	55	516	303	'99	163	1,216	...	1,136	1	16	982	1,270	...	1,355	TOTAL	
...	24	...	6	...	...	6	25	...	24	Public Departments.	
...	District Engineer, Seremban	
...	Loco Superintendent, Kuala Lumpur	
1	1	...	1	15	...	3	...	...	4	15	...	14	Traffic Manager, Kuala Lumpur	
...	...	6	...	...	...	...	3	...	6	66	...	194	...	...	140	93	...	120	Rev. Surveys
...	Municipal Engineer	
...	Executive Engineer	
1	...	6	...	...	...	...	4	...	7	105	...	203	...	...	150	133	...	158	TOTAL

MAURITIUS.

A

Note prepared by the Department of Revenue and Agriculture on Indian Emigration to Mauritius.

Mauritius is an island with an area of 720 square miles. The centre is occupied partly by ranges of hills from 1,800 to 2,800 feet in height and partly by elevated plateaux. The formation of the island is supposed to be volcanic and it is almost entirely surrounded by coral reefs at varying distances from the land. The island is watered by numerous streams, but none of them are navigable for any distance from the sea. The duration of the voyage from Calcutta to Port Louis, the capital of the island, is about 19 days.

Situation, Climate
and Vital Statistics.

The island was regarded in the early days as a health resort from India. On account, however, of visitations of cyclones, recurrent epidemics of malaria and influenza, the salubrity of the country has deteriorated to some extent. On the coast, the temperature ranges from 65 to 89 and in the interior from 63 to 87 Fahrenheit. From December to April is the season of great heat as also of violent hurricanes. It is comparatively cool during the remainder of the year. The rainfall varies from about 30 inches in the driest part of the coast zone to about 130 in the highest portions of the interior. The rainfall is in most part distributed throughout the year, the larger portion, however, falling in the months of December to April.

The birth and death rates per mile of the Indian population on estates for the three years ending 1920 are shown below and compared with the rates in Madras and United Provinces, the provinces from which emigrants proceed to the Colony:—

	1918.		1919.		1920.	
	Birth rate.	Death rate.	Birth rate.	Death rate.	Birth rate.	Death rate.
Mauritius	23.36	23.79	21.1	65.1*	22.5	24.3
Madras	28.9	43.0*	25.5	27.2	28.4	21.8
United Provinces	39.39	32.39	32.39	41.60*	35.55	37.28

* Influenza Epidemic.

2. The soil is peculiarly adapted to the cultivation of sugar-cane and the major portion of the land under tillage is devoted to this crop or the rotation crops required for its production.

3. The island having been originally a French Colony, the majority of the Europeans are of French extraction. A large Indian population has also grown up in the Colony as the result of the indentured system of emigration from India. Between 1834 and 1839, 24,335 coolies were brought from India under a free system. Thereafter, an indenture system continued up to 1910, with short interruptions. The population of the island according to the census of 1911 was as follows:—

Persons of European, African or mixed descent	108,844
Indo-Mauritians, i.e., persons of Indian descent, born in Mauritius	222,361
Other Indians	35,528
Chinese	3,662
Total	257,887

Correspondence VI.

More recent figures, presumably for 1921, are given in paragraph 1 of the memorandum from the Colonial Government.

Constitution.

4. Mauritius is a Crown Colony, and as such has been conceded a somewhat limited form of self-government. The head of the administration is the Governor, who is responsible to the Secretary of State for the Colonies. The Governor is assisted by two bodies *viz.*, the Executive Council whose concurrence is ordinarily required to all important Acts of State, and the Council of Government, the functions of which correspond with those of a Legislative Council in India. The Executive Council consists of four *ex-officio* members. The Council of Government is composed of 27 members, eight being *ex-officio*, nine nominated by the Governor and ten elected. The franchise qualification is ownership of immovables of the annual value of R300, or movables worth R3,000 or payment of rent of R25 monthly, or of license duty of R200 annually or receipt of salary of R50 a month. There are 2,316 Indian electors on the register out of a total of 8,597 on a common electoral roll, but there are no elected Indian Members in the Council. The failure of the Indians to become elected members is probably due to their apathy in the matter. The Indian interest is represented on the Council by two nominated Indian Members and by the protector of Immigrants.

Laws.

5. The two great Napoleonic Codes form the general basis of law administered in the colony. Subsidiary and special enactments are contained in the Ordinances passed by the Council of Government with the assent of the Governor and sanction of His Majesty's Government.

Labour Law.

6. Until 8th May 1922 the principal labour law of the country is Ordinance 12 of 1878. It was said to be one of the fullest and most carefully elaborated enactments of the sort existing in any British Colony. The Ordinance has been amended in accordance with suggestions made for the improvement of the condition of labourers as far as possible. It appears unnecessary, to detail the principal provisions of the law, and it will be sufficient perhaps if the more important points only were mentioned.

Re-indentures

7. Under the Immigration Ordinance of 1878, a labourer might re-indenture for any period not exceeding five years. The Committee on Emigration from India to the Crown Colonies and Protectorates appointed in 1909 recommended that, after the expiry of the first five years of indenture, further contracts of service should be permitted, if at all, for a further period of twelve months only. The Secretary of State for the Colonies agreed with the Committee that the period of re-indenture should be limited to one year. The Governor of the Colony reported that custom had already limited that period to two years and that the further reduction to one year would not interfere with the labour system. Contracts of service whether written or valid are, under the present law, not binding for more than one calendar month.

Penalties for labour offences.

8. The law of 1878 permitted the enforcement of labour contracts by penal provisions. In February 1912, the Secretary of State for the Colonies requested the Governor to endeavour to secure legislation limiting the application of penal provisions of the law to contracts for periods not exceeding a month. The Governor was unable at the time to recommend the cancellation of the penal provisions, but it is satisfactory to note that in the new Ordinance all penal clauses for purely labour offences have been omitted. Contracts of service are now subject to the civil law in force in the Colony.

Repatriation.

9. The old law authorised the Governor to grant assisted or free return passages only to immigrants in distress, or in necessitous circumstances, or requiring special consideration, who have resided in the Colony for five years, under a written contract of service. The right to assisted or free return passages is the best guarantee for the fair treatment of labourers. The absence of such a provision also made emigration to Mauritius unpopular to the Indian labourers. The Colonial Government now recognise these objections and have provided in the new Ordinance that *new* immigrants, *i.e.*, labourers introduced after the passing of the law, who desire to be discharged from any contract of service and who are unable or unwilling to obtain further employment may be repatriated by the Protector

on his being satisfied that there are reasonable grounds for his doing so. They have also provided that all new immigrants are entitled to repatriation after two years' residence and sooner if they are incapacitated, unable to obtain suitable employment or in distress.

10. The *minimum* wage, which, under the previous law, could be offered to emigrants to Mauritius was R4 a month, has been raised to R10. The labourers are given in addition to their wages free rations, the minimum scale of which is prescribed by the law. The monthly cost of the rations supplied to labourers was estimated at R18-8 in 1921. The labourers are also provided with free quarters and are entitled to medical attendance.

11. The Committee appointed in 1909 to report on emigration from India to the Crown Colonies and Protectorates, recommended that the system of importing labour from India for Mauritius should be discontinued. They found that the density of the civil population was over 500 to the square mile; that the Indian population was large enough to supply all the necessary demand if they were disposed to work, and that a state of things was approaching in which the pressure of existence would compel them to do so. They also considered that, as the Indian population increased, and the amount of undeveloped land diminished by the steady growth of peasant proprietorship, the openings for the immigrants whose term of indenture had expired would constantly diminish, with the result that the free labour market would become overstocked. A further consideration which influenced the Committee's decision was the general growth of poverty in the Colony, which would only be enhanced by additions to the labouring class. The figures supplied to them showed that the proportion of the general population relieved per thousand of population had risen from 26.4 in 1899 to 35.2 in 1908. This included the thriftless Creole population, but among the Indian population a similar increase from 4.4 to 8.9 was recorded during the period.

12. In November 1910, the Secretary of State for the Colonies accepted the recommendation of the Committee, and directed the discontinuance of emigration of Indian labourers to Mauritius. He added, however, that it would be open to planters to obtain free labour from India if they could do so without Government assistance, and that in the event of a further increase in the normal demand for labour which could not be met locally and was not of a temporary and transient character, the question of allowing the introduction of a limited number of labourers under indenture might be brought before the Secretary of State who would, however, require convincing evidence that the demand was likely to be permanent.

Some discussion followed as to what the Secretary of State meant by saying that it would be open to the planters to obtain free labour from India. The intention of the Secretary of State was that emigration to Mauritius should be free from all restrictions as in the case of Ceylon, and that labourers should be recruited by kangannies or sardars. The proposal was not, however, agreed to by the Secretary of State for India and the Government of India.

13. In July 1912, the Governor of Mauritius endeavoured to reopen the question of the resumption of emigration. He represented that in recent years there had been a considerable extension of the area cultivated in small holdings and that further extension of such holdings, which was most probable on account of the increased demand for cane, the gradual introduction of improved methods of cultivation of cane and other crops and the introduction of co-operative banks, would compel the small proprietors to devote more attention to their own holding, and not only make them less able to give even the intermittent and irregular labour which many of them furnished to the large estates. He pointed out that an area of 96,000 acres of waste land could also be brought under cultivation if the required labour was available. He had himself observed that in some localities cultivation had suffered for want of labour when it was required. Referring to the report of the Emigration Committee the Governor observed that, although, the population was large, there had been recently a decrease in the number of able-bodied agriculturists and other classes of men from which labourers are drawn and an increase in the number of old persons who are incapable of work. The Creoles and indo-Mauritius disliked manual

W

Recommendation
of the Emigration
Committee for the
discontinuance.Emigration
prohibited under
orders of the
Colonial Office.Attempts made by
the Mauritius
Governor for the
reopening of
emigration.

labour and other employment was open to them. As regards the increase in poor relief, he explained that it was not given to the able-bodied who are out of employ, and that it may be attributed to the natural progression in the ages of an emigrant population than to the direct effect of an overstocked labour market. For these reasons the Governor held that there was a normal demand for labour in the Colony which could not be met locally by the natural increase in population, and that the demand was likely to be made permanent. He suggested certain modifications in the system of emigration existing at the time, one of them being that the Governor should decide the number of labourers that should be recruited each year.

14. The Governor's opinion was supported by the Colonial Office, but the Secretary of State for India expressed the opinion that the re-establishment of indentured emigration for the service of private employment would present great difficulties, but that he saw no objection to the renewal of emigration from India for the purpose of employment in Government works. The Government of India, while admitting that there had been a continuous decrease in the able-bodied Indian male population between the years 1881 and 1911, pointed out that the total Indian population had remained practically stationary and that, if there was a decrease in the available labour force, it led them to the conclusion that pauperism and vagrancy, which were already rife in the Colony, had increased rather than diminished. It also appeared to them from the evidence given before the Emigration Committee that the wages offered were not sufficiently high to induce men to work. In these circumstances and in view of the prejudice against indentured emigration which existed in India, the Government of India were firmly convinced that it would be a mistake to re-open emigration to Mauritius in order to meet the demands of private employers. At the same time, the Government of India recognised that, as advantages would accrue to all parties concerned by the throwing open of waste land to irrigation works, they would not hastily refuse to allow the recruitment in India, on satisfactory terms, of a moderate labour force for employment by the Government of the island in connection with public works. Before arriving at a decision on this proposal, however, they asked for information in regard to the number of labourers required, the rates of pay proposed to be given, the locality in which works will be carried out and the length of time for which the labourers would be required. The Secretary of State for India agreed with the Government of India.

15. The Governor of Mauritius, while quoting statistics to prove that the cases of poor relief and vagrancy among Indians had considerably diminished in 1912, did not wish to pursue the question of allowing private persons to indent for Indian labour, as he understood that the refusal was mainly based on political grounds. As regards the Indian labour required for Government works, he supplied the information asked for by the Government of India. The Government of India expressed their inability to sanction the recruitment of the 5,000 labourers on R6-1-8 *plus* rations, quarters and medical attendance, required for Government work as they considered that such action would be certain to give rise to trouble and also because they considered that it was unnecessary. With reference to the first reason, they referred to the opposition in India to any system of emigration to the Colonies under a form of agreement, and to the strong objection raised by Indians in Mauritius to the recruitment of fresh labour in India, as it would affect the comparatively satisfactory condition they were then enjoying. As regards the second reason, the Government of India were not satisfied that any real advantage would be gained by the Indians either in India or in Mauritius. The benefit to prospective emigrants which the highest scale of wage offered, *viz.*, R7-1-9, was intended to secure was negligible in view of the high wages prevailing in India, while the permission, if accorded, was likely to cause resentment in commercial circles in India. The scheme also appeared to be inconsistent, for while it was put forward on the ground of shortage of labour, its acceptance was recommended because the extension of cultivation which would be secured by the irrigation works would relieve congestion. The truth appeared to be that there was already a large number of Indians in the Colony

who would not work, but who should be induced to work. The Government of India also feared that, if they abandoned their attitude towards emigration to Mauritius, even to the extent only of agreeing to supply Government labour, they would inevitably find themselves pressed to extend the system of emigration to meet the demands of private employers. The Secretary of State for India regretted the difficulties which lay in the way of meeting the wishes of the Government of Mauritius, but felt obliged to agree with the Government of India that the objections were too serious to be set aside.

16. In November 1915, the Governor of Mauritius again adverted to the subject. He stated that, although there was reason to hope that the anti-malarial and other sanitary works then being carried out might ultimately lead to a substantial increase of the effective labour force, there was at the time, owing to the extension of the area under plantation and the adoption of intensive methods of cultivation, a considerable shortage of labour and that, in order not to unduly hamper cultivation, it had been found necessary to reduce the number of labourers employed upon irrigation works and to curtail the programme of works already authorised. He therefore requested that, in view of the objection entertained to the system of indentured emigration, the island may be removed from the purview of the Emigration Act and be permitted to recruit experimentally 200 or 300 labourers on the terms suggested by him. The Government of India replied that they were not convinced that circumstances had so materially altered as to necessitate a reconsideration of the decision arrived at by them two years ago, and that, as the procedure to be adopted for the system of emigration under indenture which had been abolished was under consideration, the time was inopportune for reopening the question of emigration to Mauritius.

17. The Governor of Mauritius again approached the Government of India in April 1921. He stated that there was an urgent demand for Indian labour both for private employers and for Government works. He proposed that the recruitment of some 5,000 labourers for private employers and 1,200 for Government works may be permitted on a system of free emigration on the terms suggested by him. The Government of India explained that under the Emigration Bill, then under consideration, the opening of Indian emigration to any country required the approval of the Legislature and that if the Bill became law the proposals of the Governor would be submitted to it.

Correspondence I.

18. On being informed that the Emigration Bill had been passed, the Governor telegraphed on the 11th April 1922, that there was an urgent demand for Indian labour both for private employers as well as for Government works for the coming crop season. He enquired whether permission could be given immediately to the introduction of 1,000 unskilled labourers for Government works. The labourers would be given, in addition to wages, free quarters, rations and medical attendance and would be repatriated at Government expense after such time as may be desired. He added that local Indians were chiefly concerned in maintaining the present high wages but that he anticipated no trouble by the introduction of fresh labour which would be employed on additional works. The Government of India have informed the Mauritius Government that they are unable to sanction the request, as it required the approval of the Legislature which will not meet till August.

Correspondence III.

19. It will be observed from the foregoing summary of the previous correspondence that the Government of Mauritius have supported their request for additional labour on the following grounds:—

Summary of reasons for and against the resumption of emigration.

- (1) The percentage of old and infirm Indians has increased considerably in recent years, while the total Indian population, as shown in the margin has remained almost stationary,

with the result that the number of able-bodied agriculturists and other classes of Indians available as a labour force has greatly decreased.

	Indian Population.	
1891	.	255,920
1901	.	261,000
1911	.	257,887
1921	.	264,537

- (2) the Creoles and Indo-Mauritians, among whom there has been an increase, do not take to manual labour and have other avenues of employment open to them.
- (3) The Indian agriculturists are fast becoming peasant proprietors, and consequently the number available for employment on large plantations or public works is growing less. The additional labour is required for Indian planters also.
- (4) Additional labour is required to cope with intensive cultivation which has become necessary and for carrying out works of sanitary and other improvements.
- (5) The introduction of fresh Indian labour will give an impetus to local Indian labourers to do regular work.

The Government of India have persistently refused to grant the request of the Colonial Government for the following reasons :—

- (1) The population of the island is large enough to supply all reasonable demands for labour.
- (2) Pauperism and vagrancy is excessive and the scale of wages is insufficient to induce Indians of the labouring classes to work.
- (3) If additional labour is introduced, the congestion in the country will not be removed by the opening out of waste land.
- (4) Indian opinion in Mauritius is opposed to the introduction of additional labour.
- (5) The gain to prospective emigrants is negligible, as high wages can be earned in the principal towns of India.

The above objections apply with special force to the case of labourers required for private employers.

Conditions for the
resumption
of
emigration.

20. Subsequent negotiations are contained in the attached correspondence and in the proceedings of the Standing Emigration Committee published herewith. (Parts B and C.) The terms and conditions under which the majority of the Standing Emigration Committee recommend that the resumption of emigration should be allowed are embodied in the draft notification and have been accepted by the Colonial Government.

B

CORRESPONDENCE.

I

No. 1469-21, dated Government House, Port Louis, the 28th April 1921.

From—Sir Hesketh Bell, K.C.M.G., Governor of Mauritius,

To—His Excellency the Viceroy.

In this communication I have the honour to address Your Excellency on the subject of the emigration of labourers from Southern India to Mauritius.

2. The enclosed copies of correspondence which has taken place between the Governor of Mauritius to Governor of Madras, 18th March 1921. the Governor of the Presidency of Madras and myself, explain the situation and indicate the desires of this Government.

Telegram from Governor of Madras to Governor of Mauritius, 25th March 1921.

3. Being under the impression that the conditions which I proposed to Lord Willingdon obviated most of, if not all, the objections which the Government of India entertains towards the old system of indenture, the reply which I have received from the Governor of Madras has caused much disappointment in Mauritius.

4. I venture, in this connection, to refer Your Excellency to the correspondence, quoted in the margin, in which the Government of India provisionally indicated the conditions under which members of the labouring classes might be permitted to proceed to certain British Colonies.

Colonial Secretary to Secretary to Government of India, No. 4421-20 of 4th December 1917.*

Under Secretary to Government of India to Colonial Secretary, Mauritius, No. 1343 of 9th April 1918.*

* F. Emigration, April 1918, Nos. 1 to 3.

5. I have every reason to believe that, subject to the approval of the Secretary of State for the Colonies, this Government would willingly abide by those conditions, and that it would even be prepared to go further. Mauritius would be willing to accept suitable labourers from India without binding them by any contract; they would be given free passages for themselves, their wives and their children; they would be absolutely free to choose their own employers, and suitable work, at reasonable rates which would be agreed upon before their departure from India, would be guaranteed to them by the Local Government. They would be free to leave an employer at a month's notice and would, in every way, be on exactly the same footing as the rest of the general population. During the first five years of their residence in Mauritius the Indian immigrants would be under the care and supervision of the local Protector of Immigrants. Furthermore, this Government would be willing to repatriate, at its own expense and on such terms as may be laid down by the Government of India, any Indian labourer who had been recruited by its agents and who desired to return to India. The conditions specified in paragraph 17 of the Resolution† adopted at Delhi on the 23rd March, concerning the system of recruiting would be observed by this Government.

6. The population of Mauritius now numbers about 355,000. Of these some 255,000 are Indians, of whom the great majority were born in Mauritius. The Colony is passing through a period of remarkable prosperity, and it is cheerfully conceded that much of the existing wealth has been due to the assistance given by Indian immigrants and their descendants. Emigration from India, under the system of indenture, began in 1834 and‡ ceased in 1910. The total number of natives of India still remaining under indenture is 33,000.

† A. Emig., May 1918, Nos. 1 to 22.

‡ A. Emig., June 1911, Nos. 10 to 16.

7. The Indian population of Mauritius is almost entirely connected with the sugar industry and so prosperous have they become that 44.9 per cent. of the whole area under sugarcane is now in their possession. Numbers of natives of India who come here as indentured immigrants or whose parents

did so, now possess estates worth many lakhs of rupees. The amount standing to the credit of the Indian population in the Savings Banks on the 31st December last was Rs. 22,13,000. During 1920 nearly Rs. 1,78,000 were remitted to India by Indians from Mauritius. Over 50,000 arpents of land of the total value of over 29½ million rupees were purchased by the Indian population during the past five years. All the professions are open to them and several young men of Indian descent have won the valuable scholarships offered by the Royal College. The political influence of the Indian population is increasing rapidly and their loyal attitude at the recent elections materially affected a very important issue.

8. The recent great increase in the wealth of the community is creating a very serious shortage in the labour supply. Many of the Indian labourers who used to work on the estates, having become peasant-proprietors, are no longer available for employment on the sugar estates and factories. Very important public works, connected especially with sanitation, are held in suspense on account of the difficulty of securing labourers, and the situation has reached such a stage that the Government considers it advisable to offer the most liberal terms to induce some thousands of good Indian labourers to come to the Colony.

9. The sugar planters of Mauritius in 1920 provided, by a special tax on their industry, a sum amounting to about 100 lakhs to be spent on the general development and improvement of the island. The rapid execution of the works proposed cannot be carried into effect unless the existing labour supply be materially strengthened. This Government is, therefore, anxious to obtain, in the first place, about 1,000 good labourers and 100 competent artisans from India. The former will receive from Rs. 0.75 to Rs. 1.25 per day, while to carpenters and masons Rs. 1.75 to Rs. 2.50 per day will be paid. The foremen of each class would be paid from Rs. 3.50 to Rs. 5 per day. In view of the urgency of our needs I trust that Your Excellency's Government will, at its earliest convenience, authorise this Administration to recruit, in Southern India, through an agency approved by the Madras Government, the people enumerated above, under the conditions specified in the 5th paragraph of this despatch.

10. The question of permitting some thousands of labourers to proceed to Mauritius for general industrial employment will also, I trust, receive the early consideration of Your Excellency's Government and, if further information on the subject be required, I have reason to believe that a deputation from the Mauritius Chamber of Agriculture would be happy to proceed to India and to discuss the matter with Your Excellency's advisers. This deputation would include representatives of the Indian community in Mauritius.

11. In view of the slowness of postal communication between India and Mauritius in these days, I would be grateful for a telegraphic reply to the proposals contained in this despatch.

[ENCLOSURE TO THE ABOVE LETTER.]—

*Queen's Cottage, Nuwara Eliya,
Ceylon, March 18th, 1921.*

MY LORD,

You are doubtless aware that more than two-thirds of the population of Mauritius is composed of natives of India, mostly Tamils, whose parents originally came there as indentured immigrants. These people have prospered to such an extent that more than 50 per cent. of the best sugar lands of the Colony are now in their possession. The increasing wealth of the agricultural population has produced a marked shortage in the labour supply, and the Mauritian estate-owners as well as the Government of the Colony are now finding themselves in great difficulties on that score. They are anxious to procure a moderate number of labourers from India, and it is with that object in view that I approach Your Excellency.

2. Understanding as I do that any proposal to resume the introduction of Indian labourers under the old system of indenture would not be favourably

considered, I beg to request that the Government and estate-owners of Mauritius may be permitted to procure immigrant labourers from Southern India on approximately the same lines as are followed in the case of Ceylon.

3. I have taken advantage of a visit to the Governor of Ceylon to enter into communication with the Ceylon Labour Commission and have been fortunate enough to obtain the promise of the co-operation of that organisation. I propose to appoint an officer, who has been recommended to me by Major Scoble Nicholson, as Recruiting Superintendent for Mauritius. He will be under the supervision of the Ceylon Labour Commissioner at Trichinopoly, and will recruit labourers on such lines as may be approved by Your Excellency's Government.

4. Labourers proceeding to Mauritius will be under the care of the Agents of the Ceylon Labour Commission until their embarkation. They will be passed through the establishment which the Government of Ceylon maintains at Mandapam and will be embarked for Mauritius at some convenient port in India or at Colombo. Free passages to Mauritius will be given, together with a bonus not exceeding Rs. 10 per head on embarkation.

5. The immigrants will be landed at Mauritius free of debt and will be at liberty to return to India at any time at their own expense. After a residence of not less than two years in Mauritius they will be granted free passages back to India.

6. The immigrants will be guaranteed suitable employment on the sugar-estates at rates of wages varying from Rs. 8 to Rs. 10 monthly *plus* free rations, quarters and medical and on the scale provided by the Mauritius Labour Laws. The planters are desirous of procuring 5,000 labourers on these terms.

7. The Public Works Department of the Mauritius Government is also desirous of obtaining about 1,200 labours at Rs. 0.75 to Rs. 1.25 per diem without food. One hundred carpenters and masons are also desired at pay varying between Rs. 1.75 and Rs. 2.50 per diem.

8. I trust that Your Excellency's Government will be willing to consider favourably the proposals which I am making and, as postal communication with Mauritius is slow and irregular, I beg that I may be favoured with a reply by cable. The matter is of much urgency to the planters of Mauritius and recruiting should begin as soon as possible. I am returning in a few days to Mauritius and beg that Your Excellency's telegraphic reply to this letter may be addressed to "Governor, Mauritius." I would also ask, in order to save time, that a copy of your communication to me should be sent direct to Major Scoble Nicholson at Trichinopoly.

I have the honour to be,
etc.,

H. HESKETH BELL.

His Excellency
The Governor of
the Presidency of Madras.

From Governor of Madras to Governor of Mauritius.

Telegram, 25th March 1921, 2-45 P.M. (received 26th, 7-30 A.M.)

Your letter 18th March. Regret present Government of India orders absolutely prohibit emigration.

II

Telegram No. 905-S., dated Simla, the 2nd June 1921.

From—His Excellency the Viceroy (Department of Commerce),

To—His Excellency the Governor of Mauritius, Port Louis.

PLEASE refer to your despatch dated the 28th April 1921 in which Your Excellency requested permission to recruit in South India 1,000 labourers and

100 competent artisans for urgent employment on Government works, and asked that the general question of the recruitment of some thousands of Indians for general industrial employment in Mauritius might be re-opened.

Paragraph 2. The whole situation in India regarding the recruitment and emigration of Indian labour for employment overseas has recently been brought under review here. A bill to amend the emigration law has been introduced in the Indian Legislature and will be proceeded with at the next session in September. A copy of the Bill is being sent to you by post. Under Section 10, emigration for the purpose of unskilled work is declared to be unlawful, except to such countries and on such terms as this Government may specify, with the previous consent and approval of both Chambers of the Indian Legislature. In accordance with the policy embodied in this Bill, Government propose in future to be guided mainly by Indian public opinion in deciding to what countries, and on what conditions, emigration may be allowed.

Paragraph 3. If the Bill is passed into law in its present form, Your Excellency's proposals for re-opening emigration to Mauritius will certainly be placed before Legislature. Further information on various points will probably be required and a self-contained memorandum explaining your Excellency's proposals in detail would be useful. It is suggested that in this Memorandum information should be given on the following points to which attention will certainly be directed in the Legislature:—

- (a) the cost of living for Indian labourers in relation to the rate of wages;
- (b) attitude of Indian community in Mauritius towards proposal to import additional labour. It is understood that Indians in Mauritius object to further emigration from India on the ground that such emigration will interfere with existing labour market in Mauritius;
- (c) position of Indians still remaining under indenture. It is understood that re-indentures are still allowed in Mauritius and Indian public opinion is likely to take exception to this; and
- (d) reason for retention of penal clauses relating to labour offences in Immigration law. This is a point regarding which Indian opinion is likely to be peculiarly susceptible.

Paragraph 4. A deputation from Mauritius Chamber of Agriculture would be premature at present, and question of sending such deputation may be considered after our Bill becomes law. In this connection, we consider that if Mauritius Chamber of Agriculture is allowed to send a deputation to India regarding re-opening of emigration from India, Indian community in Mauritius should be informed in order that they may consider advisability of also sending a deputation.

III

Telegram, dated Port Louis, the 11th April 1922.

From—His Excellency the Governor, Mauritius, Port Louis,

To—The Secretary to the Government of India, DEPARTMENT OF REVENUE AND AGRICULTURE, Simla.

YOUR telegram, dated 29th March. Memorandum being forwarded at first opportunity. Bill will be passed here during next week which removes all penal clauses in respect of any new contracts from date of passing and in respect of all labour under existing contracts on expiration of one year from passing of Bill. Most urgent that labour should be obtained for Government works as well as for estates for coming crop season. Would it be possible to secure now 1,000 free unskilled labourers with a Government guarantee that they would be repatriated within such period as desired at cost of this Government? This labour only to be employed on Government works and provided with quarters and rations and medical attendance by Government. Will be prepared to give such guarantees as may be required and to send representatives

to arrange accordingly. Local Indian opinion chiefly concerned in maintaining present very high rates of wages which leading only to short working and crippling local industry. Introduction of labour for Government works in any case would be for additional works and would not deprive any local labour of employment. Anticipate no local trouble of any kind by introduction of further labourers from India, for whom excellent opportunities available and wages from seventy-five cents to one rupee twenty-five cents per day with free quarters and passages. Postal communications with India only at long intervals. I shall be glad, therefore, if above offer can be treated, separately and, early reply may be sent me.

IV

Telegram No. 229, dated S mlā, the 10th May 1922.

From—His Excellency the Viceroy,
To—The Governor, Mauritius, Port Louis.

We shall probably be unable to refer question of reopening emigration to Mauritius to Standing Committee June next, as your memorandum has not yet arrived and there may not be time now to examine it before Committee meets. We shall be grateful if you can include in the memorandum information on following points :—

- Proposed method of recruitment in India.
- Housing arrangements.
- Provision for medical aid.
- Education facilities.
- Prospects of permanent settlement.

It is possible that Standing Committee may desire to press for cancellation of all existing indentures as in Fiji, and contracts to serve for more than one year and extension of privilege of repatriation to all labourers who may be anxious to return to India on expiration or cancellation of their contract. We should be glad to know whether Colonial Government would have any objection to this. Can you also let us know whether there are any elected or nominated Indian members on the Legislative Council?

V

Telegram dated Port Louis, the 13th May 1922.

From—His Excellency the Governor, Mauritius, Port Louis,
To—His Excellency the Viceroy.

Your telegram dated May 10th. Emigration to Mauritius. Memorandum despatched on 5th May delayed for passing of bill, which has now been enacted removing all penal clauses in respect of new immigrants from 1st January last, and as regards all existing contracts from one year of passing of Ordinance. Providing for free labour and for present contracts only to continue for one year under existing provisions in respect of labour introduced before 1st January last. Copies of bill sent you. As regards method of recruitment in India, Colony has emigration Agent in Calcutta or will send representative, or recruit through Government of India Agency as may be required. Bill explains requirements for estates *re* housing and medical aid; if labour employed under Government, similar quarters and medical aid will be provided, children of estate labour now attend in considerable numbers village schools. It must be remembered that over two-thirds of this population are settlers from India and their descendants, so that every prospect of permanent settlement. In bill provides for repatriation of all labourers who may wish to return to India through Protector of Immigrants, and Government prepare to grant fullest extension of privilege of repatriation. This Government will be prepared to engage 1,000 labourers for Government works for a definite period of one

year or more and repatriate them at Government expense at end of this period if desired. Two Indian Members, Legislative Council, both nominated Indians, have same voting privileges as all, other communities, and Indian vote largest element in elections. Earnestly trust that this question may be given earliest consideration. Labour very urgently required for Government works and cane fields in the interest of whole population. Glad to furnish any further particulars required by telegram and to send representative of Communities at earliest opportunity to meet wishes Government of India as far as possible.

 VI

Dated Mauritius, the 5th May 1922.

From—The Colonial Secretary, Mauritius,

To—The Secretary to the Government of India, DEPARTMENT OF REVENUE AND AGRICULTURE, Simla.

WITH reference to your telegram of the 19th ultimo, for which I thank you, and previous correspondence, I have the honour to enclose a memorandum

A., June 1921, Nos. 32-34, pages 4-5 of which deals with the various points on which information was asked in your telegram of June 2nd, 1921.

2. I shall be glad to be informed—if possible by telegram, mails between India and Mauritius are very uncertain,—if there are any other points on which information is required or in respect of which the particulars now supplied may be regarded as incomplete.

3. It is the desire of this Government to satisfy all requirements in regard to immigration and recruitment of labour, which the Indian Government may deem necessary. The benefits which Mauritius has derived from the importation of Indian labour are fully recognised, while the advantages derived by the immigrants may be realised from the fact that the further supply of labour now urgently required will be to a considerable extent recruited in the interest of a very large number of Indian planters who originally came to Mauritius as Agricultural labourers.

4. The enclosed memorandum further shows how the supply of labour has been decreased through the increasing numbers of the Indian population who have now become owners of land which they cultivate for themselves.

5. The need of Mauritius is urgent—there is considerable risk of the present sugar crop not being fully realised on account of scarcity of labour.

6. It is earnestly hoped, therefore, that the Chamber of Legislature will favourably consider the request of this Government for additional labour from India.

7. If it is considered desirable that a deputation should be sent from Mauritius to supply any further information, arrangements, will at once be made on receipt of your advice to this effect—for the despatch of representatives including members of the Indian community who will be given every opportunity of selecting their representatives or of sending a separate deputation should they so desire.

 MEMORANDUM.

1. The Government of Mauritius is anxious to recruit labour from India for :—

- (a) Government works which are now being undertaken in this island on account of improved water-supplies, sanitation, drainage and harbour works;
- (b) Estate work on the sugar cane plantations.

Though the Indian population of Mauritius at present numbers 264,527 out of a total population of 376,314 the supply of labour for the cane fields on which the prosperity of the whole population depends is deficient. This is largely due to the extent of land taken up by Indians who cultivate their own properties—about 82,000 acres out of a total acreage of 180,000 are now under cultivation by Indians, and purchases of land by Indian settlers are yearly increasing as will seen from the following table:—

Year.	Value of real property purchased by the Indian population during the years 1919-19-1.
	Rs.
1919	5,427,544
1920	8,760,949
1921	10,601,107

The wealth in the possession of this community is now so considerable that the number of Indian labourers as shown at the censuses of 1911 and 1921 were 68,000 and 59,000, respectively, representing a decrease of about 13 per cent. in 10 years. The area cultivated to-day is about 20 per cent. greater than the extent under cultivation 10 years ago.

The favourable prices obtained for sugar have greatly augmented the financial resources of this Colony, with consequent largely increased expansion in public works and in areas taken up for cultivation.

The total number of labourers required would not be very considerable—the effect of the immediate introduction of even one or two thousand labourers would operate usefully in stimulating the present labouring population to work more regularly and in larger numbers. A copy of the Governor's letter of 28th April 1921 addressed to His Excellency the Viceroy, which deals more fully

Vide I, supra.
with these considerations—is annexed.

There is considerable danger of moral and material damage being caused to the Indian labourers now in the Colony from the absence of any stimulus to work and of "new blood."

The Mauritius Government is prepared to undertake complete charge of and responsibility for the labour which may now be sent from India and to ensure for them housing, medical treatment and diets to meet all requirements.

It will be noted that this Government is willing to repatriate at its own expense and on such terms as may be laid down by the Government of India, any Indian labourers who may be unable to obtain employment or desire to return to India.

The Protector of Immigrants is a Government official and the duties of his office are set out in the Ordinance recently passed—a copy of which is enclosed.

2. The annexed report from the Protector of Immigrants, with the returns furnished, deal with the question raised as to the cost of living for Indian labourers in relation to the rate of wages. That the present wages are amply sufficient to provide a high standard of comfort may confidently asserted.

3. Any contention on the part of the local Indian community that they would be prejudicially affected in the existing labour market in Mauritius can be readily met—it is natural that any body of labourers should object to an

additional supply of labour in their own field as likely to reduce wages. Applications for labour from India will in fact come to a very considerable extent from Indian proprietors. The recruitment of labour for Government works could not in any way prejudice the position of the Estate population. Further, in view of the remarkable prosperity of the island it may be confidently asserted that there is ample scope and work for the present labouring classes *plus* a considerable addition to their numbers from India—as is further shown by the figures given above relative to the decrease in the number of Indian labourers.

4. The position of Indians now working in this Colony is set out in the copy of the Ordinance passed during the last session, which shows how existing contracts are affected, and provides for all labour being “free” and the abolition of all penal classes at the expiry of one year from the publication of this Ordinance which is gazetted this week. In respect of all labour introduced after January 1st last, no penal clauses will apply and all such labour will be free to enter into contracts or not as they may desire, but in no case will they be liable for any other penalties than those which would be incurred in ordinary domestic service in respect of any breach of contract. The provisions of the new Ordinance will therefore apply to *all* labour in Mauritius whether old or new immigrants from May 8th, 1923, and to all labour which may arrive or has arrived in this Colony after January 1st last.

The prolongation of existing contracts with their conditions for one year has been provided for in order to tide over the period of transition and to interfere as little as possible with existing conditions at the commencement of the crop season. No petition of application has been received either from any portion of the Indian community, from representatives of the Indians in council, or even from individuals amongst the intelligent and well-to-do body of Indians in this Colony, suggesting any alterations in the existing law which will be in force for a year in respect of the large body of labourers or the earlier abolition of existing contracts and penal clauses. It is thoroughly appreciated by the Indian community that the interests of the planters and themselves are so closely connected that there is little likelihood of their being any abuses or recourse to penal clauses.

In this connection extracts from a report received from the Protector of Immigrants which was sent to the Secretary of State in March 1920, are attached.

Annexure D.

5. The Bill which has now been passed is only intended to embody provisions which have been in force in this Colony for a very considerable period, and to provide for existing contracts. It was introduced with the intention of meeting the wishes of the Indian Government in respect of the abolition of re-indentures and of penal clauses and it will be seen that there are no clauses involving imprisonment for default of duty, etc., by the servant—further special provision has also been made for medical inspection of the camps, hospitals, etc., and for the removal of the labour force, should the conditions not be considered satisfactory.

The Protector of Immigrants is vested with considerable powers.

It is recognised that Chapter IV (Introduction of labourers from British India) may not be in accordance with the present provisions of the Indian Emigration Law.

The Government is prepared to make any amendments which the Government of India may suggest, either in this or any other portions of the Ordinance. Attention is invited to Clause 79, which provides for the repatriation of any Indian at his request through the Protector of Immigrants.

Chapter VI.—Contracts of Service will only apply to existing contracts and new immigrants will be at full liberty to work as free labourers or to enter into contracts for such period as they may desire.

Copy.

ANNEXURE C.

Dated 28th April 1922.

From—A. WALTER, Acting Protector of Immigrants and Poor Law Commissioner,
To—The Honourable the Colonial Secretary.

SUBJECT:—*Preliminary report on wages paid to Indians on Estates.*

Returns have been received from 22 Estates in different parts of the Island and the averages, given in the accompanying table, determined.

In the case of engaged labourers this average value does not include rent, etc., the three items being wages in money, value of rations at the current prices, hospital attendance.

The value of the rations has been calculated for the present purpose at the rate at which the Indians could procure them, and not at the rate at which the planters had to pay for them which, in the case of rice, was considerably higher in 1921.

In addition to the above, on most Estates engaged labourers are given a plot of land for cultivation of vegetables and facilities for rearing animals which add greatly to their resources.

The cost of living table for April 1922 is also appended,

PRELIMINARY COMPARATIVE STATEMENT SHOWING RETURN OF WAGES ON ESTATES 1914-1921.

(Values are given to the nearest half-rupee.)

Designation.	1914.				1921.				TOTAL.		Wage Index number.	Mean.	REMARKS.
	Value of rations.	Wages in money.	Medical attendance.	Total.	Value of rations.	Wages in money.	Medical attendance.	Total.	1914.	1921.			
	Rs. Cs.	Rs. Cs.	Rs. Cs.	Rs. Cs.	Rs. Cs.	Rs. Cs.	Rs. Cs.	Rs. Cs.	Rs. Cs.	Rs. Cs.			
Engaged labourers, Adults . . .	7 50	9 00	1 00	17 50	18 50	12 00	2 00	32 50	17 50	32 50	186	183	Engaged labourers increase 83 per cent.
Juveniles	7 00	7 50	1 00	15 50	15 00	11 00	2 00	28 00	15 50	28 0	181	...	
Labourers working by job—													
Cutting	12 0	25 00	12 00	25 00	208	...	Job labour increase 155 per cent.
Cleaning canes	5 50	...	...	...	15 00	5 50	15 00	273	...	
Manuring	7 00	...	...	...	20 00	7 00	20 00	239	255	
Cleaning fallow land (dechi-cottage).	5 50	...	...	...	14 00	5 50	14 00	255	...	
Digging cane holes (fosseyage)	15 00	...	...	...	40 00	15 00	40 00	267	...	
Planting	5 00	12 00	5 00	12 00	210	...	Day labour increase 142 per cent.
Day labourers, men	30 00	...	...	...	82 00	30 00	82 00	273	...	
women	15 00	...	...	...	34 00	15 00	34 00	227	242	
children	8 00	18 00	8 00	18 00	225	...	Sirdars increase 85 per cent.
Sirdars	20 00	...	...	...	37 00	20 00	37 00	186	185	
Smiths	40 00	62 00	40 00	62 00	155	...	Artizans living on estate increase 82 per cent.
Mechanics	105 00	...	...	...	146 00	105 00	146 00	139	...	
Drivers	15 00	...	...	...	35 00	15 00	35 00	233	182	
Artizans	40 00	78 00	40 00	78 00	195	...	
Wheelright	40 00	...	...	...	62 00	40 00	62 00	205	...	
Sugar boilers	60 00	...	...	...	98 00	60 00	98 00	163	...	

Job work is very variable and depends on the nature of the ground.
The values given are only intended to show the relative increase.

COST OF LIVING.

Index number for the month of April 1922 on 1914 as base.

Article.	PRICES.		Index number.	Average Index number for each article.	Adopted weight.	Weighted Index number.
	1914.	April 1922.				
<i>Foodstuffs.</i>						
	Rs. Cts.	Rs. Cts.				
Rice—Good quality (W) per bag 75 kilos	16 60	80 50	184	} 155	.15	29.2
Ration (W) per bag 75 kilos	12 25	15 50	127			
Dhall—Urhur (W) per bag 75 kilos	16 60	25 50	160	} 152	.01	1.5
Ration (W) per bag 75 kilos	12 00	17 25	144			
Lentils—Red (W) per bag 75 kilos	16 80	23 50	157	} 145	.01	1.4
Black (W) per bag 75 kilos	12 70	16 50	130			
Peas (W) per bag 100 lbs.	16 00	28 50	178	178	.01	1.8
Flour—Australian (W) per bag 100 lbs.	9 75	15 00	154	} 158	.03	4.7
Indian (W) per bag 100 lbs.	8 20	15 00	168			
Milk (W) per bottle	10	20	200	200	.07	14.0
Oil, Olive (W) per doz. bottles	30 00	48 00	160	} 292	.01	2.9
Pistachio* (W) per ton	23 00	140 00	424			
Tea (W) per lb.	1 30	1 45	112	112	.02	2.2
Coffee (W) per 100 lbs.	42 00	47 00	112	112	.01	1.1
Salt beef (W) per 300 lbs.	120 00	237 00	198	198	.01	2.0
Salt pork (W) per 200 lbs.	85 00	177 50	209	209	.01	2.1

17

Article.	PRICES.		Index number.	Average Index number for each article.	Adopted weight.	Weighted Index number.
	1914.	April 1922.				
	Rs. Cts.	Rs. Cts.				
Butter (R) per $\frac{1}{2}$ kilo	1 25	2 25	180	180	.08	5.4
Lard (R) per 5 lb. tin	3 10	5 85	189	189	.03	5.7
Fresh Meat (R) per $\frac{1}{2}$ kilo	36	70	195	95	.17	33.1
<i>Clothing.</i>						
Shirts (R) per doz.	18 56	60 00	323	263	.48	113.1
Boots (R) per pair	9 00	30 00	333			
Serge (R) per yard	9 50	9 35	99			
Hats (R) per doz.	33 38	65 00	185			
Calico (R) per ell	26	95	365			
Prints (Indianus) (R) per ell	38	75	197			
Moleskin (R) per ell	40	1 87	463			
Regattas (Coutil) (R) per ell	37	47	127			
Total	...	...	203 1	182 2	1 00	214.2

*No pistachio oil on the market mustard oil is used as a substitute.

(W) Indicates wholesale.
(R) Indicates retail.

ANNEXURE D.

Extract from Report by the Protector of Immigrants.

MANY men are the owners of small plots of land on which they cultivate canes which are sold to the Estates, others are hawkers of vegetables, milk, fruit, haberdashery, house servants, gardeners, artisans, etc., many of their children are educated in the Government schools.

The welfare of the Indians on the Estates is watched over by a Protector and a staff of Inspectors and Clerks in the Immigration Department. The Protector and Inspectors see that the wages are regularly paid, that the rations are good and wholesome and that the camp rules are observed. They also see that the Indians and their families receive proper medical care.

Special Magistrates sit in each district who hear complaints made by or against Indians and to whom the Indians have free access in case of ill-treatment.

As regards the prosperous conditions of the Indian labourer in Mauritius, an independent testimony has been paid by an Indian official of high standing—Mr. G. M. Harriott, C.S.I., C.I.E., V.D., M.I.C.E., who when in Mauritius in 1914 wrote:—

“I have made enquiries from the labourers, and the well-to-do Indians in the Island, and have observed the field labourer most carefully. I may add that I have been dealing with labourers and cultivators in India for 35 years, and speak Hindustani as well as they do themselves, so I write regarding them with considerable experience. I have, without exception, been informed by the people that they are well paid, and cared for, and my investigations show that this is the case. They have a much more prosperous appearance (men, women and children) than I have noticed in Indian field labourers anywhere, and none of them seem to have any desire to return to India. Their religious rites are not interfered with, they have the right to vote, and their votes are sought after. They can rent, or purchase land for cultivation, and they have ready sales for their crops, especially cane. In fact, the sugar mills compete for the cane crop. The agricultural labourers have excellent openings in the Island; far better than I have known them to have elsewhere. Some of them have made the best use of their opportunities, and have become wealthy landed proprietors. The fact is that the Mauritius planter cannot do without the Indian labourer. He must have him and he treats him (the labourer) well. The cultivator speak well of the planters. (Dated the 5th of January 1914.)”

IMMIGRATION OFFICE;
Mauritius, 20th March 1920.

(Sd.) G. LINCOLN,

*Acting Protector of Immigrants
and Poor Law Commissioner.*

VII

No. 1107—22, dated Port Louis, the 26th May 1922.

From—The Colonial Secretary, Mauritius.

IN continuation of my letter No. 1268—22 of the 5th instant, I have the honour to transmit herewith copies of the Mauritius Ordinance No. 12 of 1922, entitled “An Ordinance to Consolidate the Labour Law,” as published in *Government Gazette*, No. 36, of the 8th May, together with a copy of the Procureur General’s explanatory report on the Ordinance.

Enclosure.

Explanatory Report on Ordinance No. 12 of 1922. The Labour Ordinance.

THE main object of this Ordinance is to repeal the penal clauses of the Labour Law. This repeal was suggested by the Secretary of State in Despatch No. 183 of the 12th June 1920. My first idea was to draft a short Ordinance giving the Governor power to cancel contracts on lines which I subsequently found had been adopted in Fiji. The Joint Committee on Law and Immigration, however, preferred a substantive enactment which would repeal previous Ordinances as a whole and which would form a sort of Code of the existing Labour Law. The present Ordinance was consequently drafted, the form of the old law and as much of the phraseology as possible having been retained to meet the wishes of the Law and Immigration Committee.

2 All the penal clauses of the previous laws whether affecting employer or labourer have been omitted. The only clauses of a penal nature which have been retained are for offences not connected with work, *e.g.*, for giving false evidence (Articles 156 and 174), or insulting a Magistrate (Article 176), or assaulting an officer of the Court (Article 177). Article 71 was introduced at the request of the Chamber of Agriculture to penalize employers guilty of crimping.

3. In view of the abolition of penal clauses it was necessary to find a means of compelling employers to carry out certain of their duties to their servants, *e.g.*, in providing hospitals, etc., Article 135 consequently provides for the withdrawal of the hospital certificate, and, if necessary, the removal of the servants from the estate at fault. Further Article 110 renders it obligatory on all employers to provide medical care for their servants.

4. Attention is drawn to Article 84 which provides that contracts of service are to be subject to the Civil Law of the Colony, and under Article 158, all disputes and actions in damages with regard to a breach of contract fall within the jurisdiction of the Stipendiary Magistrate.

5. To meet the wishes of the Government of India, Article 79 has been introduced giving the Protector of Immigrants a discretion to repatriate to India any immigrant on reasonable grounds. All references (which appear in the old Ordinances) to the obligation of industrial residence, or redemption of industrial residence, or to contract made in India for service in Mauritius (which savour rather of the old system of indenture) have also been omitted in order to fulfil the desire of the Indian Government that immigrants on their arrival in Mauritius should be, in all respects, free men with complete freedom of contract.

6. Among the Ordinances repealed may be remarked Ordinance No. 25 of 1914 which allowed district clerks or stipendiary clerks to pass contracts of service. This is a power which it has been thought better to restrict to the Magistrates alone.

7. The various parties interested, *e.g.*, planters and others were fully consulted before the Ordinance was introduced and this accounts for the fact that in Council the Ordinance met with no opposition. It was passed on the 2nd May 1922, prior to the Governor's assent being given to it, I stated my opinion that such assent might properly be given.

CHAMBERS }
The 18th May 1922. }

(Sd.) H. W. PRINCHARD,
Acting Procureur-General.

VIII

Telegram No. 297-R. A., dated Simla, the 15th June 1922.

To—The Colonial Secretary, Mauritius, Port Louis.

REFERENCE your letter, dated the 5th May. Emigration to Mauritius. We are placing your memorandum before Standing Emigration Committee. Meanwhile we note that day-labourers in Colony get R82 monthly, while Colonial

Government propose R22-8-0 to R37-9-0 and free quarters. The wage offered is roughly no more than the average estate wage. Government of India would be glad if you would kindly explain great disparity in wages noted above.

IX

Telegram, dated Port Louis, the 20th June 1922.

From—The Colonial Secretary, Mauritius.

YOUR telegram, dated 15th June. The rates quoted for day-labourers were inflated in 1921 owing to shortage of men and difficulties in getting in crop. Day-labourers do not get special advantages regarding rations, housing, medical attendance, etc., provided by estates. Normal rate for day-labourers on estates does not exceed now R50. This Government is fully prepared to engage for labour local market rates and to consider payments of such wages and under such conditions as the Government of India may suggest subject to this being comparable with those now paid and afforded locally.

X

No. 363-R. A., dated Simla, the 18th July 1922.

To—The Colonial Secretary, Mauritius, Port Louis.

Emigration of Indian labourers to Mauritius.

I AM directed to refer to the correspondence ending with your telegram, dated the 20th June 1922, regarding the emigration of Indian labourers to Mauritius.

2. The Government of India have placed before the Standing Emigration Committee your letter, dated the 5th May 1922, and enclosures, together with the previous telegraphic correspondence on the subject with His Excellency the Governor. Without coming to a final conclusion on the question whether Indian labour emigration should be permitted to Mauritius, the Committee recommended to the Government of India that the following terms and conditions should be imposed under section 10 of the Indian Emigration Act, if emigration were ultimately allowed. The Government of India would be glad to receive an expression of the views of the Colonial Government on these conditions:—

- (1) All recruiters of labour shall be licensed by an independent Emigration Commissioner appointed by the Colonial Government and be responsible to him;
- (2) No unskilled emigrant under the Indian Emigration Act, 1922, shall proceed to Mauritius unless recruited through an officially licensed agent;
- (3) Contracts, whether oral or written, for a period exceeding one month, shall be prohibited by law;
- (4) The entire cost of recruitment and of subsistence and transport to the estate of destination shall be borne by a fund provided or managed by the Colonial Government. No part of such cost shall be recoverable from the emigrants;
- (5) The Colonial Government shall agree to accept an Emigration Agent of the Government of India in the Colony appointed under section 7 of the Act, if so desired;
- (6) The Colonial Government shall furnish such periodical reports and returns, as may be required from time to time by the Government of India, regarding the recruitment and welfare of Indian emigrants;
- (7) Indian labourers, desirous of returning to India two years after introduction into the Colony, shall be repatriated as a matter of right.

3. The Government of India would be obliged if fuller information on the following points could be furnished :—

- (a) Is the political condition of Indians in the Colony such that they are in all respects, both actually and theoretically, on an equality with all other British subjects residing in it?
- (b) The minimum age at which children are employed. The Emigration Committee is of opinion that the employment of children below the age of 10 should be prohibited.
- (c) The present condition of the education of the children of Indian emigrants. The steps taken or proposed for encouraging or making compulsory education among such children.

4. The Government of India have considered Labour Ordinance 12 of 1922, and I am to enclose a memorandum of the observations made by them on it for the consideration of the Colonial Government and to invite their remarks upon the memorandum.

5. I am to add that the Standing Emigration Committee will meet next on August 29th and probably again in November. It is presumed that it would be most convenient to the Colonial Government if their proposals are taken into final consideration on the latter date. I am, therefore, to request that, if possible, their reply should reach the Government of India by 1st October. The Government of India would welcome any deputation which the Colonial Government may desire to send to represent their views before the meeting of the Committee. I am to invite attention to paragraph 4 of His Excellency the Viceroy's telegram No. 905-S., dated June 2nd, 1921, and to request that if any deputation is sent, the Indian community in Mauritius, and particularly the labouring class, may be represented either upon it or independently.

MEMORANDUM.

Section 38 of Ordinance 12 of 1922.—From the figures recently furnished by the Colonial Government, the Government of India calculate the bare cost of living excluding such sundries as dhobis, barbers, etc., at approximately R30 per month. The value of the rations supplied is reported to be R18½ per month. The minimum wage should, therefore, under present conditions, apparently be fixed at a considerably higher figure than that suggested. It is also suggested that provision for enabling the alteration of the minimum wage from time to time should be added.

Sections 47, 79 and 90 of above Ordinance.—It is not understood why the words "accident or other cause" and the proviso appearing in section 58 of Ordinance 12 of 1878 have been omitted. The principle which the Government of India would recommend for the acceptance of the Colonial Government is that an emigrant should be entitled to repatriation after two years' residence. Within that period he should be repatriated at the discretion of the Indian Emigration Agent, if one is appointed, or, in lieu of him, of the Protector, if incapacitated by ill-health or accident, or unable to obtain suitable work, or otherwise in distress.

Section 82.—The Government of India would be glad to know if the number of estate holidays is prescribed by any local Ordinance.

Sections 64, 65 and 66 of the new Ordinance will be affected by the proposal of the Standing Emigration Committee that all contracts, whether oral or written, should be limited to one month. If the condition is accepted, several other sections in Chapter VI and elsewhere will need consequential amendment.

Sections 165 and 166 allow imprisonment for failure to pay fines, damages and costs. The Government of India would be glad to know the nature of the imprisonment imposed in such cases and think it likely that objection might be taken in India if the imprisonment is rigorous.

Sections 22, 53 and 284 of Ordinance 12 of 1878 have been omitted. These provisions appear useful, and the Government of India would be glad to know the reasons for their omissions.

XI

No. 1263—22, dated Port Louis, the 14th August 1922.

From—The Colonial Secretary, Mauritius.

WITH reference to your telegram of the 15th June last and previous correspondence regarding the question of recruitment of labour for this Colony from India, I am directed by the Officer Administering the Government to confirm my telegram of the 20th June last and to state that the average rate of wages for day-labourers as paid by the estates of this Colony—Rs. 82 per mensem—is an inflated rate due—

(i) to the very great shortage of labour and consequent difficulties in reaping crops;

(ii) to the high prices realised for sugar in 1921.

2. The normal rate for day-labourers on estates at present may be considered to be about Rs. 50 a month, without rent, rations or other allowance.

3. As stated in my telegram of the 20th June, this Government is fully prepared to engage labourers at local market rates and to consider payment of such wages and under such conditions as the Government of India may suggest subject to these wages and conditions being comparable with those now obtaining locally.

4. I have further to confirm my telegram to you of the 11th instant and to state that labour is now urgently required by this Government especially for public works and that this Government will be glad to receive early information as to the prospects of obtaining labour from India.

5. This Government is prepared to send a deputation from here including Indian representatives at the earliest opportunity—if such a course is considered by the Indian Government as likely to facilitate matters or afford additional information required.

XII

Telegram, dated Port Louis, the 2nd September 1922.

From—The Colonial Secretary, Mauritius.

YOUR despatch No. 363-R. A. Paragraph 2. This Government accepts terms and conditions proposed. Paragraph 3. Reply to (a) yes; (b) thirteen, *vide* Article 73; (c) children Indian immigrants attend Government and grant-in-aid schools, which are numerous. Further facilities will be provided as required. Paragraph 4. Necessary amending legislation will be introduced earliest possible (date ?). Regarding section 82, reply is affirmative. Regarding sections 165 and 166, imprisonment is simple only. Paragraph 5. Sending deputation including representative of Indian community and labouring class. Shall be much obliged if you will inform me as early as possible date when deputation should reach Simla. Owing difficulty communication necessary make early arrangements.

XIII

No. 5175—22, dated Port Louis, the 21st December 1922.

From—The Colonial Secretary, Mauritius.

WITH reference to your letter No. 363-R. A. of 18th* July last, and subsequent telegraphic correspondence, I am directed by His Honour the Officer Administering the Government of Mauritius to inform you that the deputation from Mauritius is leaving here to-day to meet the Standing Emigration Committee at Delhi as already arranged.

* Correspondence X.

2. The deputation is composed of:—

- (1) *The Honourable A. Walter*, the Acting Protector of Immigrants and Director of the Royal Alfred Observatory; Mr Walter was also Census Commissioner last year and is the Editor of the "Mauritius Almanac";
- (2) and (3) *The Honourable E. Sauzier, K.C., O.B.E., and L. Rouillard, K.C.*, who are elected Members of Council and thoroughly conversant with estate management and who with
- (4) *Mr. W. P. Ebbels*, who has had a planting experience of 30 years and possesses considerable knowledge of the labour conditions in this Island and in the West Indies—are the representatives of the Chamber of Agriculture.
- (5) *Mr. Lachman Rama*, a leading Indian planter who has had 40 years' experience of the life of the Indian cultivator and labourer in Mauritius.
- (6) *Mr. Rajcoomar Gujadhur*, another leading Indian planter with similar experience and now in India, will join the deputation at Delhi

Mr. P. H. Galea, Secretary of the Chamber of Agriculture, is accompanying the members of the Chamber, but not as a delegate.

The deputation will also be accompanied by two working sirdars or head labourers, who can, if required, speak at first hand with regard to the conditions in the field.

3. Every effort has been made to ensure that the Indian community in Mauritius, and particularly the labouring classes, should be given the fullest opportunity of expressing their views with regard to the objects of the deputation and of being represented on it or, if they so preferred, of sending independent delegates.

His Honour personally held a meeting of representatives of the Indians in Mauritius—to which were invited the two members of the Hindu and Mahomedan community in the Council of Government, persons named by them, other leading Indian gentlemen and delegates from the Co-operative Credit Societies—which are practically entirely controlled by Indian small planters and are more in touch with Indian labour than any other organisation in the Colony.

The meeting was a large one and as representative as it was possible to obtain.

It was agreed with only two dissentients—one of whom was in favour of the introduction of labour from India for Government work but not for sugarcane plantations—that it was in the urgent interests of the Island and of all communities that there should be further and early immigration from India.

The dissentients' objections appeared to be based on the view that sufficient labour might be obtained locally, but they were obliged to agree that such was not their own experience.

A point which evidently appealed to and was made by a large number of the Indians present—many of whom had come to Mauritius as immigrant labourers—was that they had prospered here and had acquired lands of their own and like opportunities should be afforded to men of their own race in India.

His Honour informed the meeting that Government was quite prepared to afford every opportunity to any person who might be opposed to the introduction of labour to Mauritius to express his views before the Emigration Committee in India and that he would endeavour to arrange for their evidence being taken.

The only name suggested at the meeting was that of Mr. Gujadhur as being a suitable representative. Mr. Suhawan Ahlaman—a leading Mahomedan planter, who commenced life here as an estate labourer—was invited to join the deputation, but owing to his illness his place has now been filled by the

selection of Mr. Lachman Rama. There can, it is believed, be no question that the opinion of the Indian community is very strongly in favour of the early introduction of Indian labour to Mauritius and that the Indian gentlemen on the delegation may be accepted as thoroughly representative of their countrymen and as expressing their opinions.

4. From an experience of twenty years' service in Ceylon and some knowledge of conditions in South India, His Honour can safely assert that the Indian community in Mauritius enjoy a remarkable degree of prosperity.

It is not surprising that such should be the case when it is realised that they represent 70 per cent. of the population and over 42 per cent. of the land in private possession in this Island and over half the deposits in the Savings Bank.

Prosperity is not confined to the few but is generally spread throughout the community.

5. I am to enclose copies of the Amending Labour Ordinances* Nos. 12 and 32 of 1922 which have been introduced to meet the wishes of the Indian Government. Under the latter Ordinance all contracts of service of over one month, whether oral or written, have been prohibited and all the suggestions made by the Indian Government on receipt of the previous amending Ordinance and contained in your letter No. 363-R. A. of 18th July 1922, and its enclosure, have been embodied.

*Not printed.

6. It is earnestly hoped that the Government of India will now be able to permit emigration to be resumed to Mauritius.

While this Island is small in size and has a population of only 376,000, its estimated revenue for 1922-23 is over 21 millions of rupees. The Colony has been enjoying a period of great financial prosperity which enables it to carry out large and important works of improvement in the development of the harbour, the provision of drainage and water supplies for the town and other measures recommended by the Engineering, Sanitary and Medical experts who have recently reported on conditions here.

In order to carry out these works, it is essential that labour should be recruited from outside. Every effort will be made to ensure the best condition of life for such labour and to meet the wishes of the Government of India with regard to rates of wages, housing, rations and if and as necessary, repatriation. Local conditions permit of camps for the workmen being situated in healthy localities and the climate of the Island generally is excellent.

In respect of estates labour the rate of wages paid at the last crop—which rose to Rs. 4 per diem for field labour in some districts—will give you some indication of the present difficulties with which planters have to contend, but only very partially, for the difficulty of obtaining labour is very great even at these wages and the high rates paid enable the labourers to work for a few days at a time and then take a holiday.

A six days' working week cannot be counted on. Further, in many branches of work especially the more menial, such as scavenging and conservancy and where the labour is hard, it is extremely difficult to ensure any labour at all, though the wages offered are high. A very large proportion of the Indian emigrants who arrived here penniless are now large or small landed proprietors, who are able to give their sons the best education procurable in the Colony. The result of these men's industry and energy has been to the great advantage of the Colony and it is now hoped to recruit more men of this type from India who may equally hope to become prosperous and leading members of the community.

This Government while fully prepared to consider such conditions as the Indian Government may desire to impose in regard to the repatriation of labour introduced here from India, feels sure that the conditions here are so favourable to the Indian emigrant that those who may apply for repatriation are likely to be very few and no obstacles would be placed in their way.

7. I am to express the regret of this Government that it should have been necessary to ask for an extension of time for the deputation to appear before

the Emigration Committee at Delhi. There has been great difficulty in securing passages and direct bookings between Mauritius and India are rare.

8. I have to request that you will be so good as to give the Mauritius delegates all such assistance and help as you may be able to. Mr. Walter is the Government representative on the delegation and all communications should be addressed to him.

XIV

Telegram No. 98-Bni., dated Delhi, the 6th February 1923.

To—The Colonial Secretary, Port Louis, Mauritius,

YOUR letter dated December 21st, 1922, 5175. After discussing resumption of emigration to Mauritius with Standing Emigration Committee and your deputation Government of India propose to recommend to Chambers of Legislature resumption subject to following terms and conditions under section 10 of Emigration Act:

- (1) Emigration shall in first instance be open for one year only, and number of adult male labourers emigrating within that period shall be limited to 1,500. Further emigration will be considered when effect of introduction of this additional labour on wages of Indians resident in Colony is known.
- (2) If any of these labourers is unable, within period of two years after landing, to obtain wage equivalent to cost of living for man, wife and three children, calculated from time to time on scale and in manner adopted by deputation in memorandum on rate of wages in relation to cost of living which they have placed before us, plus rupees twelve per month, and satisfies our Agent appointed under section 7 of Emigration Act of this fact, or in his absence your Protector of Immigrants, and wishes to return to India, he shall be entitled to repatriation together with any dependents that emigrated with him, free of charge. This would be equivalent to the existing wage of Rs50 the payment of which has been agreed to by you in your telegram, dated 20th June 1922, subject to alteration in the cost of living.

Paragraph 2.—Government of India were greatly impressed with ability and fairness with which your deputation presented their case. If Colonial Government are prepared to accept above conditions, Government of India hope to move resolutions approving resumption of emigration during current session of Legislature. They would add that they doubt if Chambers would agree to resumption subject to any safeguards less definite than those proposed above. We understand that your deputation are telegraphing their views on these proposals to your Government.

XV

Telegram, dated Port Louis, the 12th February 1923.

From—The Colonial Secretary, Mauritius,

YOUR telegram 6th. This Government desire to express their appreciation of the consideration given by Government of India and Standing Emigration Committee to the proposals made by the deputation. This Government prepared to agree condition one and accept principle basic wage on cost of living sufficient maintain family plus margin for savings, sickness, old age but consider

fixed margin of twelve rupees excessive. This would bring wages with cost of living calculated on liberal scale above actual-market rates and such wages paid to newly landed immigrants would have a very disturbing effect on all classes of labour in the Island. With regard to rate of fifty rupees referred to in my telegram of June 20th this referred to day-labourers on estates not getting housing or medical attendance and rate paid during crop season when wages are at their highest owing to demand for labour: even at that date lower rates were being paid for labour engaged on roads etc. It should be realised that rates vary considerably in and out of crop season. On estates at present labourer with family receiving besides free housing and medical attendance twenty-eight to thirty rupees in cash and rations. Non-resident day-labourers are now employed on estates at average rate one rupee thirty-five cents per diem—on Government works, that is, roads, etc., labourers being paid one rupee to one rupee fifty cents per diem. As stated in telegram of June 20th this Government fully prepared to pay for imported labour at prevailing local rates. Government suggest that figure for margin should be determined by your Agent or in his absence Protector of Immigrants. Government further undertaking to agree to pay a wage to be determined in relation to cost of living and satisfying such authority and to repatriate if such wage cannot be obtained. This Government earnestly trusts that in view of these undertakings: of the provisions in the Ordinances altered to meet your wishes: of the number of emigrants being small and the effect of their emigration to be further considered at the end of one year your Government will consider such provision sufficient to guarantee a liberal rate of wage to immigrant: the demand for labour both by Government and the estates is sufficient to ensure this in any case.

XVI.

Telegram, dated Port Louis, the 14th February 1923.

From—His Excellency the Governor of Mauritius,

To—His Excellency the Viceroy and Governor-General of India.

YOUR telegram, dated 10th May 1922. This Government has been informed now of the proposed terms on which immigration into Mauritius would be granted. While grateful to the Government of India and the Standing Emigration Committee for consideration shown to the representations from this Colony and for permitting, under certain conditions, emigration for one year of 1,500 men, desire to point out that condition that each labourer should

* By change of letters.

be paid on basis of cost of living calculated on very liberal* scale for family of five *plus* a minimum of Rs. 12 will mean paying newly arrived immigrants at higher rate than now prevailing in Colony where wages have fallen considerably. Committee, it appears, bases its conclusion as to minimum wage on figure given by this Government of Rs 50 to day-labourers receiving neither rations, rent nor medical attendance and paid in crop season. When great demand for outside labour this Government has expressed its willingness to pay at market rates and is prepared to agree to principle basic wage on cost of living *plus* a minimum for savings, etc., but the minimum now put forward by Government of India makes wage excessive. This Government has accepted all Indian Government's proposals and embodied in new legislation further increasing of minimum rate of wage and it accepts to repatriate, if your Agent or in his absence Protector of Immigrants, considers that immigrant from India is receiving insufficient wage. Earnestly trust that in view of these considerations and of the limitation of emigration to one year and to 1,500 men for whom there is ample employment on good wages, Government of India will not insist on a minimum rate at start which would only disturb all local rates and would be difficult to readjust. Trust Government of India will allow at least for one year emigration as proposed on same lines as understand granted Federated Malay States.

XVII.

Telegram No. 159-Emi., dated Delhi, the 22nd February 1923.

To—His Excellency the Governor of Mauritius, Port Louis.

GOVERNMENT of India have placed your telegrams, dated February 12th and 14th, before Emigration Committee. In light of your representations, they are now prepared to waive fixed margin of R12 per month specified in clause 2 of their telegram of February 6th and to substitute words "*plus a reasonable margin for savings, sickness and old age to be determined by the Colonial Government in consultation with Government of India or their Agent*". Please telegraph if this is acceptable. If this Government are right in understanding Your Excellency to suggest that emigration should forthwith be allowed on Your accepting the general principle of basic wage, subject to further consideration of method of application, they regret that they are unable to agree. They consider it necessary that method of calculating minimum wage should be precisely determined before emigration is resumed.

PROCEEDINGS OF THE STANDING EMIGRATION COMMITTEE.

Minutes of the meeting of the Standing Emigration Committee held at Simla on the 23rd June 1922.

The Standing Emigration Committee met at 3 P.M. on June 23rd in Gorton Castle.

In modification of their previous decision, they decided that the next meeting should take place on August 29th.

On the general question as to whether emigration should be allowed to Mauritius, they decided not to come to any conclusion until an opportunity had been given of hearing what Mauritius had to say on their own behalf.

The following conditions on which emigration should be allowed to Mauritius were approved :—

- (1) All kanganis and other recruiters of labour shall be licensed by an independent Controller appointed by the Colonial Government and be responsible to him.
- (2) No emigrant under the Act may proceed to Mauritius unless recruited through an officially licensed agent.
- (3) Contracts, whether oral or written, executed either in Mauritius or in India for a period exceeding one month should be prohibited by law.
- (4) The entire cost of recruitment and of subsistence and transport to the estate of destination shall be borne by Mauritius. No part of such cost shall be recoverable from the emigrants.
- (5) The Colonial Government should agree to accept an Indian Emigration Agent in Mauritius, if so desired.

The Colonial Government should be requested to furnish such periodical reports and returns as may be required from time to time by the Government of India regarding recruitment and welfare of Indian emigrants.

The following points should also be put to the Colonial Government. —

- (1) The political status of Indians should be carefully examined, and it should be verified that they are not at any disadvantage.
- (2) Enquiries should be made about the minimum age at which children are employed. The Committee do not think that they should be employed below the age of 10. Enquiries should also be made, if necessary, about education.
- (3) The views of the Colonial Government regarding the fixation of a minimum wage should be ascertained.

With regard to distant colonies, it was decided that labourers should be entitled to repatriation at the end of two years. In all cases in which two years had not been completed, the Emigration Agent should have discretion to decide in which cases repatriation should be compulsory.

Mr. Lalubhai Samaldas volunteered to visit the island on behalf of the Committee and to return to India by August 29th.

It was decided to ask that, if the Colonial Government sent a deputation, a representative of the Indian labouring classes should be included.

In this connection Mr. Rangacharia agreed to bring to the next meeting, if possible, representatives of returned coolies from Ceylon and the Straits.

It was desired that the Revenue and Agriculture Department should examine the new Mauritius Labour Ordinance and ascertain whether it contained any objectionable features. In particular, it seemed desirable to modify the law imposing a term of imprisonment in default of payment of fine.

Mr. Rangachariar undertook to visit Ceylon on behalf of the Committee towards the end of July.

Certain additional information regarding the rates of pay, hours of work, and the cost of repatriation, in Ceylon, furnished by Major Nicholson were read out.

The Standing Emigration Committee assembled at the Imperial Secretariat at 11 A.M. on January 27th to meet the Members of the Mauritius Deputation. The following members were present :—

1. The Hon'ble Rao Bahadur B. N. Sarma (*Chairman*).
2. J. Hullah, Esq., I.C.S., M.L.A.
3. Rao Bahadur Tiruvenkata Rangachariar, M.L.A.
4. The Right Hon'ble V. S. Srinivasa Shastri, P.C.
5. Bhupatiraju Venkatapatiraju Garu, M.L.A.
6. The Hon'ble Saiyed Raza Ali.
7. Raj Girishchandra Nag Bahadur, M.L.A.
8. N. M. Joshi, Esq., M.L.A.
9. The Hon'ble Mr. Lalubhai Samaldas, C.I.E.
10. R. B. Ewbank, Esq., I.C.S. (*Secretary*). -

The President welcomed the Deputation.

Mr. Walter, the Government Member on the Deputation, thanked the Chairman for his welcome and introduced his colleagues. He then delivered an introductory address (Appendix A). In conclusion, he stated that the Colony would not at present require more than about 5,000 labourers, and that the planters, owing to the cost of immigration and repatriation, would hesitate to introduce more than were absolutely necessary for their urgent needs.

Mr. Ebbels read out a statement regarding the effect of the shortage of Indian labour on the production of sugar cane (Appendix B).

Mr. Walter stated that Indian landholders acquired small plots on the Morcellement system, under which large estates have been divided up. Such proprietors are full masters and owners of their land. The owners of the estates of which the plots previously formed part have no right of pre-emption or any other sort of right over such plots. When they decide to transfer an estate they sometimes find it more profitable to sell it in small parcels than *en bloc*. Indian bidders come forward to offer a price and indicate how many arpents they require (1.043 acres = 1 arpent). He has to pay the cost of surveying. The proprietor sometimes leaves a large portion of the price as a mortgage on the estate recovering interest and capital by degrees. He had never known a case of expropriation under this system. Owing to the favourable years through which the industry has passed practically all the land is free from incumbrance.

In reply to Mr. Shastri, Mr. Walter stated that he had been Protector for one year. Immigrants are derived chiefly from Madras and Bengal, and speak Tamil and Hindustani. There are about 201,000 Hindus and 45,000 Mussalmans. He did not speak either Indian language himself, but could talk to the Indian labourers in the Creole patois, which most of them can speak. He also has as his principal assistant an Indian. The Protector of Immigrants visits every estate himself or by a deputy every six months, and also visits estates in order to make enquiries whenever important complaints are received. Mr. Walter undertook to supply a summary of complaints received during the last year for the confidential use of the Committee. The number of complaints are few, but they are always fully enquired into and he has full power to make the necessary investigations. Cases of corporal chastisement are unknown, but occasionally an Indian may be struck by an employer of the estate. Such cases are handed over to the police and dealt with under the ordinary law, and usually punished by fines. The treatment of Indian labourers is certainly humane. This is brought out by the testimony of Mr. Harriott, Mr. Muir Mackenzie and Wilberforce. The complainants have no difficulty in obtaining access to him.

Mr. Rouillard stated that in the matter of election there was no distinction of class or race. Every British subject of the requisite qualifications and period of residence may vote and be candidates for election. One Indian was nearly elected in one district at the last election and was subsequently nominated. There are 2,316 Indian and 6,281 non-Indian electors on the register. The candidates feel no hesitation in canvassing for Indian suffrages. There are Indians in the island suitable to enter the Council. There is a Hindu barrister, Indian attorneys-at-law, a clever young Hindu doctor, also Indo-Mauritian doctors in the Government service. The Colony is not seeking more labour in order to bring down wages, but to meet existing necessities. Last year Government suspended their Public Works programme in order to enable the sugar work to be carried on. In 1920, when prices went up and the profit was good, wages rose and estate owners gave bonuses to their labourers, in some cases varying from 6 months to 1 year's pay. In 1921 the crop was bad and most of the estates ran at a loss. Employers do not grudge the wages they pay, but this must be regulated by economic laws and must fall when the profits of the industry fall. He drew attention to the provision of the law (section 79 of the Labour Ordinance, 1922, as subsequently amended) allowing Indians to claim repatriation after two years, and in special cases within that period. The cost of bringing out emigrants and the risk of having to repatriate them is such that it would pay planters to employ existing labourers on higher wages, if they could be obtained, rather than bring in more labourers. Neither Indians nor any other party can greatly influence Government as it is supported by an official majority. The qualifications of electors are stated in clause XXXI of the Mauritius Letters Patent, and of elected members in clause IX. Ordinance XIII of 1912 prescribes that an elector may write his qualifications in his own language. Indians in the Colony have for a long time been indifferent to politics which are not very interesting in Mauritius. All qualified Indians do not register their names.

Mr. Sauzier stated that there was no association of planters in Mauritius but that the Chamber of Agriculture is a corporate body recognised by Government, but is not a financial organisation. Membership of the Chamber of Agriculture is not restricted or limited in any way. There are, at present, no Indian members of the Chamber, but there have been no applications for membership from them. Whenever a question is to be discussed affecting planting interests in general, all the planters are invited to attend; Indian planters then attend in large numbers and freely take part in the debate. Some Indians own large estates and own a factory. There are perhaps 12 or 13 of these estates. Relations between Indian and European planters are very friendly. Co-operative societies are multiplying and doing well. The Government and the planters are satisfied that the movement is a useful one, and he no longer adhered to the view which he had previously taken that they might prove a dangerous organisation among the Indian community.

In reply to Mr. Joshi, Mr. Rouillard stated that no attempt had been made in Lachmayar's (the Phoenix Co-operative Credit Society) case to prevent a society combining for purposes of sale. The point at issue was a legal one, in that the plaintiffs did not concur in the sale of their cane by a resolution of the Committee which was not justified by the by-laws. Societies may, of course, enter into contracts. The dispute to which Mr. Joshi referred was entirely between Indian shareholders.

Mr. Walter stated that the greater portion of the recent increase in sugar acreage took place on the small estates and not on the large. The average area of small holdings was about 5 arpents. He thought that there was no risk of small planters reverting to labourers owing to agricultural depression. On the contrary, the low price of sugar would lead to the further division of big estates. The shrinkage in the able-bodied labouring population was far greater proportionately than the recent increase in the area under sugar cane.

It was stated that there was great competition among millowners for cane. Mr. Lalubhai Samaldas agreed that the price of 70 pounds of sugar per 1,000 lbs. of cane was higher than that for cane in any other country and was quite sufficient. Owing to facility of transport and the number of sugar mills at suitable centres competition among them was effective. The working

day is 9 hours exclusive of the time for breakfast, and overtime is paid after that. Mills and estate owners could not increase their shifts, without large increase in the supply of labour. The Colony have not yet introduced the Workmen's Compensation Act. If the sugar industry does badly for a prolonged period and factories have to close, labour would, of course, suffer along with employers and every other class in the island. They must sink or swim together.

Mr. Walter stated that the Colony has a Poor Law Commissioner, which office is combined with that of Protector of Immigrants. He fills both posts at present and is hence in a position to say that Poor Law Relief is not a consequence of unemployment, which latter is non-existent. There are no trades unions. Strikes are illegal in certain circumstances, but the law is not available for reference. The law has never been enforced, and the Colonial Government may have no objection to its repeal, if desired.

The common fund which has been instituted will be contributed to by Government and planters in proportion to the number of labourers which they employ.

The minimum wage is prescribed by Article XXXVIII of the Ordinance and both the minimum scale of rations and wages is always exceeded on estates. No women are forced to work, and so no special provisions for their maintenance during pregnancy are required. The population has not increased owing to the influenza epidemic. Children may not enter into contracts before they reach the age of 13. There would be no serious objection to converting rations to cash payments; but Indians prefer this system, and it is quite optional.

It is true that Lord Sanderson's Committee were against emigration on account of pauperism. Poor relief is given in certain specified cases, but those who receive it are nearly all Creoles and females. Labourers are unaffected by the so-called poverty. Official pauperism would disappear if the Poor Law Commissioner were abolished. There is no destitution among Indians and relief is only required by the very old. Indians do not show reluctance to work, but educated Indians tend to abandon agricultural labour. Mr. Walter was unable to give figures showing how many Indians were literate. There are one or two Hindu and Mahomedan schools. The proportion of children going to school is not high. Education is not compulsory, and the Indians come from classes which do not appreciate schools and use their children to look after cattle and for miscellaneous jobs. Most work is done by task begun at 6 or 7 A.M. and finished by noon. The average man will finish his task in six hours. Day labourers usually are paid by piece work. It would not make much difference if the minimum day prescribed under section 83 were reduced to eight hours, and Government would be quite willing to consider the suggestion. The task is fixed by planters on estates. Male labourers are divided into three classes:—

- (a) fully able;
- (b) medium; and
- (c) chokras;

and task labour is graduated accordingly. Indians and Creoles earn the same rate of wages. The cost of importation was not known definitely, but it was believed to be about R150 per head in 1910 when emigration was permitted. There is no direct subsidized line between India and Mauritius, but they are trying to arrange one. British India steamers run to Mauritius from India irregularly every month or two months. Current wages for daily labour are approximately R2 per day for 26 working days in the month, and R32 per month for engaged labour. Estates supply quarters free. Married couple are given one room, and a separate room is provided for children. In the case of bachelors, two are sometimes placed in one room, but they select their partners. An engaged labourer gets R32½ plus free quarters, which are equivalent to R3. Government are prepared to pay the market rate for labour, which is at present R2 per day for efficient labour, but are unable to offer a guarantee. If a guarantee is required as one of

the conditions for allowing emigration under the Act for a period of two years, Mr. Walter stated that he might be willing to submit the matter to his Government. No special exemptions in the way of customs duties on salt fish are allowed in the case of Indians. Labourers can borrow on mortgage in order to buy land at 7, 8 or 9 per cent. *i.e.*, the current rates of interest in the Colony, and are usually allowed to repay the money by small instalments. The number of Indian proprietors of land is not known. There is no suggestion that a poll tax should be imposed on Indians.

The agricultural population between the ages of 20 and 49 is 39,185. Table F. in Supplementary Statement I relates only to labour. Both tables include the whole population, Chinese, Indians, etc., engaged in agriculture, and include employers, supervisors and other non-labouring individuals. There are 172,009 arpents under sugar, for which about 50,000 workers are required. 80,000 arpents are in the hands of small holders. Agricultural labour gets as high a wage as any other class of labour in the island.

The fact that the death rate is higher than the birth rate is due mainly to the high death rate at Port Louis. The figures are contained in Statement VII of the Immigration Report, 1921. One of the chief objects in introducing labour is to improve the sanitary condition of Port Louis. If sent, however, they would not be kept at Port Louis but will be housed on a more healthy site.

There would be no special advantage in re-grouping constituencies. If all Indians qualified would register as voters, they would command a majority in some districts. There are about 50,000 acres of waste land available for cultivation if irrigation were introduced. The figure is less than the figure 96,000 acres given for 1912. Irrigation works have been undertaken since that date. Waste land will be brought under cultivation principally by Indians. It is all in private possession and would be sold at the market rates. All rice and dhal is imported from India, and all flour from Australia and India. None is grown in the island. The number of immigrants from India last year, 1,245, represents free passengers since there is a continual flow backwards and forwards between India and the island.

Badramuth Nagapen, a sardar, was examined by the Committee, who stated that he got R1 per month capitation fee *plus* R20 wages for supervising his gang. Coolies object to fresh immigrants, because they fear that wages may go down. All adult labourers can get R2, R2-8 and R3 at present daily wage, the higher rate being paid in harvest time. The lowest rate is R1-8 paid for road-making. A man, with a wife and two children, can save R10 to R15 a month if he works regularly on R2 per day.

A second sardar, Askramsing Salik Singh, stated that he was the son of an emigrant and had acquired 25 acres, partly from savings and partly by borrowing money at about 8 or 9 per cent. simple interest, but had now paid off his debts. He had to pay labourers R3, R4 or even R5 in harvest time. There was great need of additional labour.

Mr. Walter stated that Government requires from two to three thousand labourers, and that planters require about the same. The labour now introduced would, of course, be subject to the minimum prescribed in section 38. He was prepared to consult his Government as to whether they were willing to guarantee special terms. Section 284 of the old Labour Ordinance had not been re-enacted, because it was considered unnecessary now that people are free to leave employment. He thought that Government would agree to the incorporation of this provision if they were pressed to do so.

APPENDIX A.

GENTLEMEN,

Before laying before you the salient facts of the labour conditions in Mauritius, I should like to introduce to you the members of this Deputation and to inform you of their qualifications to appear before you to-day. They are all men of great experience in the agricultural, the legal or the political world,

and with me are prepared to give to the Honourable Members of this Committee the fullest details on every thing concerning the Indian community in Mauritius.

The Honourables Sauzier, K.C., and Rouillard, K.C., both of them prominent members of the Mauritius Bar, have been for many years elected members of the Council of Government and are conversant with all political and economic questions affecting the people of Mauritius. Messrs. Ebbels, Rama and Gujadhur have all had long and varied experience of the planting interests in the Colony. As for myself, Gentlemen, I should not have referred to my qualifications had I not read in the local press a statement to the effect that I am the Government Meteorologist and better able to give you information on meteorological matters than on labour questions. Yes, Gentlemen, I am the Government Meteorologist and as the Honourable Member, your Chairman knows they are troublesome officials; he has several of them on his staff; they are always asking for things they are not wanted to get and they go on asking until they get them, and it is probably for this reason that my Government has sent me over here.

Referring now to the conditions of labour in Mauritius the population at the Census of 1921 amounted to 376,485, of which 265,524 were Indians.

Of this Indian population 139,150, are males and 126,374 females. The Indian male population for the past 20 years has been practically stationary at about 140,000 persons, whereas the Indian female population has been steadily increasing. The ratio of the sexes at each census year will be found in Memorandum 1, already submitted to you, but I will give you the figures for the last three censuses to save reference:—

1901	. 143,100 males	115,986 females.
1911	. 138,974 „	118,723 „
1921	. 139,150 „	126,374 „

The reasons for the shortage of labour which has led this Deputation to appear before you are two-fold. In the first place, the increasing prosperity of the Indian has induced a large number of able-bodied men to forsake agricultural pursuits for the industrial, commercial and professional occupations. The decrease in the number of able-bodied men engaged in agriculture has amounted to nearly 7,000 in the last 10 years, during which period the professional and Government services have attracted over 1,000 and the industrial, commercial and domestic services over 8,000.

On the other hand, there has been a steady increase in the area planted in cane, which has increased from 146,000 arpents in 1911 to over 172,000 arpents in 1921. The area in the hands of small planters has increased from about 50,000 arpents to nearly 80,000 arpents during the last 10 years. There has been an increase in the population during this period amounting to about 8,000, but the increase is entirely in the female section of the population.

The proof of this shortage of labour can be seen all over the Colony and is affecting all classes of the community—the Indian small holder as well as the larger holder. The yield of sugar has been seriously affected, and even with a normal crop some planters are unable to get their canes cut and crushed. This was especially the case in the 1920 crop. The planting members of this Deputation will explain how the shortage of labour affects the yield better than I can myself.

On the other hand, the Government is endeavouring to carry out improvement works in sanitation in Port Louis and elsewhere in the irrigation of cane lands, in the Harbour and in the water supply, and none of these works (which are so essential for promoting the welfare of the whole population and towards the cost of which the sugar industry has contributed 140 lakhs) can be undertaken at the present time as it is impossible to secure labour without jeopardising the interests of the sugar industry on which the welfare of the whole community—Indian as well as European—entirely depends.

During the last crop a motion was even made in the Council of Government to suspend all public works until the crop was over.

Gentlemen, such are the conditions from the point of view of the welfare of Mauritius which now counts so many of your countrymen among its inhabitants, but I can quite understand that these domestic considerations leave you cold and unconcerned as to the advisability of maintaining free labour intercourse between India and Mauritius, and will possibly be looked upon as of secondary importance in comparison with the vital question, from the standpoint of the growing national aspirations of India, of whether it is in the interests of the Indians already resident in Mauritius or likely to emigrate there to grant permission for the recruitment of new labour. We hope to be able to shew you that the Indian in Mauritius is contented and prosperous and that the new conditions of labour will in no way impose conditions distasteful to India and India's aspirations.

Figures concerning the wealth of the Indian community, the land purchased and the savings in the Savings Bank, have already been communicated to you, and I need not refer to them again.

The Indian in Mauritius enjoys all the privileges and all the liberties of the other classes of the population and the Government, with the full approval of the planters, has met the wishes of the Indian Government in legislating for the abolition of indentures, penal clauses and all other provisions which appeared objectionable to the Indian Legislature. Mauritius is hence in the forefront of the Colonies in granting privileges to your countrymen, and I think I may be permitted to ask if it is not unreasonable to deny her assistance in her hour of need.

Although purely domestic questions in Mauritius are not of primary importance to this Committee, it must not be forgotten that the material welfare of the Indian community, as well as of all other classes, depends entirely on the prosperity of the sugar industry. As I have already stated, the gentlemen on this Deputation who have had experience in practical planting will be able to explain to you better than I can the very important effect which any interference with the agricultural operations, owing to shortage of labour, will have on the yield of sugar. We are faced in Mauritius with exactly the same problems in social and economic development as you are faced with in India and it is certainly quite unnecessary for me to remind the members of this Committee that, if these problems are to be satisfactorily dealt with, the industrial prosperity, and hence the revenue of the Colony, must be maintained. If the planting interests suffer, the revenue of the Colony will fall and the difficulties of Government correspondingly increased, so that it is important, vitally important, in the interests of your fellow countrymen in Mauritius, that the interests of the sugar industry should receive your fullest and most careful consideration and I would remind you that urgent as the Government works are, the welfare of the sugar industry is equally urgent.

Well, Gentlemen, I have nothing more to add and the Memoranda I have placed before you will give you the fullest details on the various important questions which have been raised. We shall be most happy to supplement these by answering any questions which the members of this Committee may wish to ask us. We have come here at the request of the Government of Mauritius to put the case of the Colony before you as the Colony's interests and in consequence those of the large Indian community as well as of all other classes are suffering.

The number of men required at any one time will not be large and it may safely be said that the conditions under which these men will be recruited will act as a complete check on any tendency to the introduction of fresh labour except under dire necessity.

APPENDIX B.

We think that it might be useful to draw the attention of the Committee to one or two points regarding the effect of the shortage of labour in Mauritius upon the working of the sugar estates in that Colony.

1. The cane crop in Mauritius is derived from plant canes and Ratoons, about one-fifth of the area reaped each year is plant cane and four-fifths Ratoons. To keep up this rotation it is absolutely necessary to replant one-fifth of the area to be reaped each year, but on account of the labour shortage many estates have found it impossible to carry out their planting programme in full, with the result that their rotation is disorganised.

2. If this state of affairs continues, it is obvious that a state of semi-abandon of the cultivation will arise, it will be impossible to carry on the estates at a profit, and they will close down.

3. With the closing down of estates with factories, where the canes grown by Indian planters are purchased, their market will disappear, so that it is of vital interest to them that these estates should be enabled to continue working by the introduction of labourers from India.

4. We also think it right to draw the attention of the Committee to the fact that the price paid for planters' cane in Mauritius is not only not exceeded, but is unequalled in any other cane sugar producing country in the world; 70 to 75 lbs. of first quality plantation white sugar, delivered at the port, for each 1,000 lbs. of cane, is given for all large quantities, and for small quantities grown by Indians on small plots of land the cash price paid is based upon this method of payment.

5. To ensure that the planters' canes are correctly weighed Government officers inspect the weigh-bridges on which the canes are weighed, and the planter, or his representative, is present at the weighing.

6. Cultural operations of some kind or other are being carried out all the year round on sugar estates in Mauritius, so that unemployment is unknown, and the year may be divided into two periods, the busy and the busier, the latter being the crop-season.

7. Not only are cultural operations going on all the year round, but it is of the utmost importance that they should be carried out at the right time, or not only does the yield suffer, but the labour shortage is accentuated, as for instance in the case of weeding.

8. When the time comes for the weeding of fields of young canes the work, if it can be undertaken at once, may probably be performed by 6 or 7 men per acre, but if through the necessary labour being unavailable the work has to be postponed, not only is the young crop irretrievably damaged by being choked by the weeds, and the yield seriously reduced, but instead of 6 or 7 men being able to carry out the operation of the weeding as many as 15, or in extreme cases 20, men are required to weed one acre.

9. The effect of the labour shortage upon the work of the factories is also very serious; in 1921 through there being insufficient labour to cut, load and transport the canes, factories were unable to work more than 4 or 5 days per week. In consequence the crop season was unduly prolonged, the cost of manufacture enhanced, and much sugar was lost through the canes being over ripe when cut; while in some cases estates were unable to reap the whole of their canes and many acres have to be left standing, including those of Indian planters.

10. In 1922, to avoid a recurrence of this, estates commenced sugar making much earlier than usual and, before the canes were ripe, this again caused a considerable loss of sugar, but it was considered preferable to the late close of the crop, due to which cultural operations could not be commenced at the proper time the previous year; this also enabled the factories to deal with the whole of the crop grown by the Indian planters.

11. The cost of labour has increased in Mauritius in recent years in common with the rest of the world, and in consequence of the increased selling price of the principal product of the Colony sugar. In 1920, when the selling price reached its maximum, the cost of labour rose to an abnormal figure; not only was this paid by the planters but to enable their labourers to share their good fortune they gave them substantial bonuses at the end of that year, amounting in some cases to as much as a whole year's wages.

12. The high wages which prevailed in 1920 continued in 1921 when the selling price of sugar was less than one quarter of that obtained in 1920, with the result that the sugar-industry was carried on at a loss that year; only in one or two isolated cases was a small profit earned.

13. During 1922 the cost of labour fell slightly in consequence of the lower selling price of sugar, as it was bound to do if the principal industry of the island was to be saved.

14. In conclusion we should like to emphasise that the whole Colony of Mauritius is entirely dependent upon the success or failure of the sugar industry, not only is the public revenue affected but the welfare of the entire population is wrapped up in it.

The Standing Emigration Committee met at 5 P.M. in the Imperial Secretariat on January 30th. The following members were present:—

1. The Hon'ble Rao Bahadur B. N. Sarma (*Chairman*).
2. J. Hullah, Esq., I.C.S., M.L.A.
3. Rao Bahadur Tiruvenkata Rangachariar, M.L.A.
4. Bhupatiraju Venkatapatiraju Garu, M.L.A.
5. The Hon'ble Mr. Lalubhai Samaldas, C.I.E.
6. N. M. Joshi, Esq., M.L.A.
7. Munshi Ishwar Saran, M.L.A.
8. W. S. J. Willson, Esq., M.L.A.
9. The Right Hon'ble V. S. Srinivasa Shastri, P.C.
10. R. B. Ewbank, Esq., I.C.S. (*Secretary*).

After discussion it was decided:—

- (1) That emigration to Mauritius should be permitted forthwith (one member dissenting).
- (2) This permission should be subject to the condition that if any labourer now imported is unable, for a period of two years after landing, to obtain a wage of Rs 2 per day, which shall not include medical relief or quarters, and satisfies our Agent of this and wishes to return to India, he shall be entitled to repatriation free of charge.
- (3) The number of adult labourers emigrating shall be limited to 1,500. This number may leave India within the next 12 months. The number may be increased after that date by Government with the approval of the Legislature.
- (4) A report of the effect of the introduction of this labour on the wages of Indian labourers in the island should be submitted at the end of one year by our Agent and should be considered before further emigration is permitted.

The above resolutions were read out to the Committee and approved before the meeting adjourned.

The Standing Emigration Committee met at 3 P.M. on February 3rd at the Imperial Secretariat. The following members were present:—

1. The Hon'ble Rao Bahadur B. N. Sarma (*Chairman*).
2. J. Hullah, Esq., I.C.S., M.L.A.
3. The Right Hon'ble Srinivasa Shastri, P.C.
4. The Hon'ble Saiyad Raza Ali.
5. Munshi Ishwar Saran, M.L.A.
6. N. M. Joshi, Esq., M.L.A.
7. W. S. J. Willson, Esq., M.L.A.
8. Rai Girish Chandra Nag Bahadur, M.L.A.
9. Wali Mahomed Hussanally Esq., M.L.A.

10. Rao Bahadur Tiruvenkata Rangachariar, M.L.A.

11. Bhupatiraju Venkatapatiraju Garu, M.L.A.

12. R. B. Ewbank, Esq., I.C.S. (*Secretary*).

At the outset Mr. Walter stated that there would be no objection to placing the proceedings of the Committee before the Legislative Assembly, if need should arise, with the exception of the confidential list of complaints, which he had undertaken to put in, because this list contains the names of individual persons.

The resolutions of the last meeting of the Standing Emigration Committee were read out, and the Chairman asked the Deputation whether they had any observations to make on these.

Mr. Walter read out, in reply, the appended statement A.

Mr. Rouillard supplemented Mr. Walter's observations with regard to the fixation of a definite minimum wage by reading out section 38 of Ordinance No. 12 of 1922, and pointing out that the minimum scale of wages and allowances can be varied from time to time by a regulation of the Governor in Council. He suggested that it would be sufficient if the minimum wage were varied by the Colonial Government in consultation with our Agent in Mauritius, in accordance with fluctuations in the cost of living.

The Deputation were questioned by the members of the Committee on certain supplementary points. They stated that the minimum wage provided in the ordinance applied to a six days' week. The cost of living previously quoted by them includes rent for quarters, R3, but not medical aid, the cost of which is estimated on an average at R2 per head per month. This was not included because the estimate of the cost of living was drawn on a sufficiently generous scale to leave a margin for such eventualities. For instance, the price of rice was put at 16 cents per half kilo. This rate was for the very best quality, which few Indians use.

The Deputation emphasised that wages must be regulated in the light both of the cost of living and of the price of sugar. The present tendency was for wages to fall, as estates cannot afford to continue to pay wages at the rate prevailing in 1921. Wages in August 1922 were about R50 per month, without rent, rations or other allowance, and the normal rate is now about R2 per day. The proposal put forward by the Committee would have the effect of establishing a minimum wage for repatriation of R52+3+2, which would be in excess of the current market rate. The Committee explained that they had no objection if the wage of R2 were paid partly in cash and partly in rations. The Deputation were unable to lay down any definite standard above the cost of living for a margin for saving. They pointed out that the Colonial Government were not only introducing new labourers but were increasing new works, which would not be completed for 10 years, thereby creating a new demand for labour. This was a set-off against the argument that the importation of labour would tend to reduce wages. It would not substantially affect them. The Deputation reminded the Committee that the cost of recruiting was now enormous, and that they would have to re-establish their recruiting connections before labour began to go to Mauritius. To limit the number of labourers emigrating to 1,500 was to throw a very heavy burden on the Colonial Government.

The wage of R82, quoted as the average for day labourers in 1921, was merely a statistical figure representing the average of various rates between a minimum of R45 and a maximum of R105. Wages vary partly owing to piece work and partly owing to the amount of labour available in a locality. In 1921 the increase in wages was out of all proportion to the cost of living. People were treated in dispensaries free of charge. When in hospitals they were charged 8 annas per day. Full details of wages and expenses on labour are kept on all estates and checked by the staff of the Controller of Immigrants.

The Deputation explained that the reason why they now ask for from 2,000 to 3,000 labourers for Government works, as against 1,000 or 1,200 originally demanded, was that extensive schemes for sanitary works and water supply have in the meantime been worked out by experts.

Mr. Rangachariar, who left the Committee at this stage, proposed that the criterion for repatriation should be fixed at R50 per month, in lieu of R2 per day, subject to reduction, with the consent of the Government of India, if the cost of living goes down. Mr. Raza Ali was of the same opinion.

Mr. Raju was in favour of a criterion of R50 per month, which should not be subject to reduction owing to any change in the cost of living.

The remaining members considered that the criterion for repatriation should be the cost of living, calculated in the manner, and on the scale, shown by Mr. Walter, plus R12. Mr. Lalubhai Samaldas preferred the substitution of the general phrase "a fair margin" for the specific figure R12, and this alteration Mr. Willson was prepared to support.

Honourable Member did not express his opinion.

STATEMENT A.

1. The substance of the Committee's resolution having been communicated to this Deputation by the Secretary, we wish to state that we regret that we are unable to recommend to our Government the fixation of definite wage as a criterion for repatriation.

The fixation of such a wage, plus quarters and medical attendance, would have the effect of establishing a minimum wage in excess of that which obtains at the present time, for every class of labour in the Colony and not only for the very limited number of new immigrants which it is now proposed to grant us. For this the Deputation find no justification.

The day labourer at present earns a wage not exceeding R2, and this without quarters and medical attendance.

2. The Deputation submit for the consideration of the Committee, as an equitable criterion for the repatriation of immigrants, the ability to earn a wage equivalent to the cost of living figure as computed in Statement A of Memorandum 3. This computation is based on the requirements of a family of five persons and, as stated in paragraph 2 of the same Memorandum, comprises a very liberal allowance both in quality and quantity.

The repatriation would be made at no cost to the immigrant on his satisfying the Protector of Immigrants and your Agent of his inability to earn a living wage as above defined.

3. If this submission meets with the approval of the Committee, the Deputation will transmit it to Mauritius for consideration.

4. The Deputation at the same time desire to emphasize once more the very serious position in which the Government and the sugar industry are placed, and to point out that labour must be secured from outside the Colony. It is absolutely essential that the important Government works, for which provision has already been made financially, should be executed as early as possible. They have reference to the health and material well-being of the whole community, and cannot be longer delayed. The sugar industry, as was clearly shewn at our last meeting with the Committee, is in a very precarious condition and the yield of sugar per unit of area planted has been seriously affected. This state of affairs is causing grave anxiety to the Colonial Government and will have to be met.

5. The limit to the number of families to be recruited is extremely low, and we would point out that the machinery for recruitment is expensive. Our Government might be reluctant to incur the heavy initial outlay required, unless the number to be recruited were sufficient to relieve the present strain.

6. As regards the mode of payment of wages, the Deputation beg to point out that the system of paying the wages partly in rations and partly in money is to the advantage of the labourer. The system has been in operation since 1878 and has given satisfaction to all parties. It is especially advantageous to new immigrants, who cannot for some time make themselves familiar with local conditions, and effectually safeguards them against exploitation by retailers.

The Standing Emigration Committee met at the Imperial Secretariat at 4-30 P.M. on Saturday, the 17th February. The following members were present :—

1. The Hon'ble Rao Bahadur B. N. Sarma (*Chairman*).
2. J. Hullah Esq., I.C.S., M.L.A.
3. Bhupatiraju Venkatapatiraju Garu, M.L.A.
4. Rao Bahadur Tiruvenkata Rangachariar, M.L.A.
5. Maulvi Abdul Kasem, M.L.A.
6. Wali Mahomed Hussanally, Esq., M.L.A.
7. W. S. J. Willson, Esq., M.L.A.
8. Rai Girishchandra Nag Bahadur, M.L.A.
9. N. M. Joshi, Esq., M.L.A.
10. The Hon'ble Mr. Lalubhai Samaldas, C.I.E.
11. R. B. Ewbank, Esq., I.C.S. (*Secretary*).

Mr. Walter was asked to state what were the proposals which his Government desired to put forward.

He stated that they were prepared to accept a basic wage on the same principles as had been applied in the Federated Malay States *plus* a margin, to be determined by the officials on the spot in consultation with the Government of India Agent in the island, and pointed out that in the event of the wage being found unsatisfactory, repatriation under section 79 of the Labour Ordinance, 1922, as amended, was open to all practically without restriction.

The Hon'ble Member pointed out that wages were subject to violent fluctuations, having fallen recently from R82 to R30 per month. The labourers going from India ought to know what they are to expect on arrival more definitely. He would like the Colonial Government to specify the minimum rate of wages which a cooly would be guaranteed on arrival. He also emphasised the fact that there is little prospect of permanent settlement.

Mr. Walter pointed out that the fluctuations in wages were the direct result of post-war conditions and were common throughout the world. In Mauritius they were mainly due to the fall in the price of sugar from 90s. per cent. to R12 per cent. and to the alteration in the cost of living.

Honourable Member insisted that the Colonial Government should guarantee accommodation and medical help for emigrants. Mr. Walter agreed to this, though he pointed out that quarters could not, of course, be guaranteed for wandering day-labourers, who would, however, be entitled to go to Government hospitals. Mr. Walter stated that he was not authorised to put forward a definite figure as the guaranteed minimum for two years. His proposal was that wages must vary with the cost of living, and be calculated on the basis of the cost of living for a man, wife and three children, covering all necessaries, *plus* a specified margin, which could not be definitely fixed without further enquiry and consultation with the Agent of the Government of India.

Honourable Member then put to the meeting the proposal that the second condition specified in the Government of India's telegram of February 6th should be modified by substituting for the fixed figure of R12 per month the words "a fair margin, to be fixed by the Colonial Government in consultation with the Agent of the Government of India".

Five members were in favour of accepting this modification, and three were opposed to it and in favour of insisting on a fixed margin of R12.

The question on what principle a fair margin should be fixed was then discussed. One member suggested one-third of the cost of living. Another thought it a matter for bargaining between the Government of India and Mauritius. In the interest of the Indian labourers we should secure the best margin possible, whatever that might be.

Honourable Member then enquired whether the Committee were in favour of accepting the Mauritius Governor's proposal that emigration should be allowed for one year on the understanding that the Colonial Government accepted the principle of the basic wage and would investigate the matter further before adopting it. The Committee were unanimously of opinion that the formula accepted by them should be adopted before emigration was reopened.

MAURITIUS DEPUTATION.

(IMMIGRATION.)

(1)

Memorandum on Agricultural Labour based on 1921 Census.

1. During the decade which has elapsed since the 1911 census, Agricultural Statistics in the colony of Mauritius have been compiled annually with great accuracy by the Department of Agriculture. Agricultural Statistics.

The total output of sugar and the area planted for each year 1912 to 1921 are shown in the Table A. From this Table it will be seen that the area under cultivation has increased from 147,897 Arpents in 1912 to 172,368 Arpents in 1921 — a total increase of 24,471 Arpents.

2. During the same period, the division of land among small proprietors has continued at an accelerated rate. In 1911, the total area of small holdings amounted to 47,743 Arpents, whereas in 1921 it had increased to 79,022 Arpents. Division of land among small proprietors.

3. On the other hand, references to the Census Returns of Population will show that there has been a steady decrease in the number of able-bodied men available for Agriculture. Before dealing, however, with the number of persons engaged in Agriculture, it is of interest to show the composition of the population under *Sex* and *Class* (*i.e.*, Indian and non-Indian) at each Census Enumeration, as this has an important bearing on many questions which have formed the subject of discussion, from the medical and economic standpoints, during the past ten years. Table B sets out the Population Returns at each Census under the two main class divisions and under *Sex*. Census Returns of Population.

4. From Table B it will be seen that there has been practically no increase in the total male population of the Colony since 1911, whereas the female population has increased by 7,681 persons. Ratio of Sexes in the different classes of population.

The operative causes in this readjustment of the sex distribution are obscure, and are beyond the scope of this Memorandum. Their influence on the industrial and economic life of the community are, however, considerable and out of question. We are faced with two important facts. While the industrial and commercial activity of the Island has developed largely during the decade under reference, the total male population has not increased.

5. When we turn to the age distribution (Table C) of the male population, and the number of able-bodied men, we find that the latter has actually decreased, and no further explanation is necessary of the Labour difficulties with which Mauritius has had to contend since the cessation of Immigration in 1910. In 1921, there were 723 males between the ages of 20 and 49 less than in 1911. A small deficit, it is true, but one of primary practical importance in the active industrial life of a small community. Age Distribution of the Male Population.

6. Referring now to the Agricultural population, the totals for which, given in Table D, include all the various occupations which the cultivation of cane and the manufacture of sugar demand, we find that the decrease in the male portion of this population in 1921 as compared with 1911 is very marked, amounting to 8,671. Agricultural Population.

7. The significance of this falling-off is further enhanced by the fact that nearly the whole of the decrease occurs among the "able-bodied" men, *i.e.*, the effective workers, ranging from 20 to 49 years of age. (See Table E.) In 1911, the returns shewed a total of 45,960 of the latter, as against 39,185 in 1921, or a decrease of 6,775. Age Distribution in Agricultural Population.

8. Now the sufficiency or insufficiency of Labour turns on the number of *able-bodied men* available and it has been found, as a conservative estimate based on careful statistical studies, that for the full cultivation of cane, its cutting and crushing, the manufacture of sugar and all subsidiary work, *one* able-bodied man between the ages of 20 and 49 is required, in addition to the usual following of old men, women and children, for about 3 Arpents under Number of able-bodied men required for Agriculture.

cultivation, with a less complement the cultivation of cane and yield of sugar is imperfect. It follows that, in respect of 1921 figures, the required number of able-bodied men would be: 172,368 Arpents (see Table A) $\div 3 = 57,185$, whereas the Census returns for 1921 show only 39,185 available.

Number of Agricultural Labourers available.

9. Table E, however, deals with the whole agricultural population, *i.e.*, accounts for all persons engaged in agriculture of following agricultural pursuits in any capacity whatever. Table F shews the number of *Agricultural Labourers* properly so called, *i.e.*, people actually employed as labourers in field and factory (unskilled Labour).

Reasons for decrease in Agricultural population.

10. The reasons for the important decrease in the numbers both of the Agricultural population at large and of the Agricultural labourers is clearly indicated by the figures in Table G. The changes in the "*Occupations*" of the Indian population, as a whole which those figures reveal, throw a good deal of light upon the trend of the evolution of the Indian classes in Mauritius. It will be seen therefrom that the decrease in agricultural occupation is compensated by corresponding increases in professional and Government service, industrial, commercial and other pursuits.

A. WALTER,

Census Commissioner.

January 10, 1923.

In all tables and statements the following classifications of population have been employed.

General population includes all non-Indian classes, *i.e.*, Europeans and all mixed classes.

Indo-Mauritian signifies an Indian born of Indian parents in Mauritius. Indian signifies Indian born in India.

TABLE A.

Statement shewing the yield of sugar and the area under Cane for the years 1912—1921.

Year.	Yield of Sugar.	Area under Cane.
	Tons.	Arpents.
1912	213,000	147,897
1913	250,000	152,417
1914	277,360	159,172
1915	214,530	163,409
1916	208,970	167,570
1917	226,000	168,366
1918	252,770	168,670
1919	235,590	170,751
1920	259,870	171,850
1921	206,150	172,368

TABLE B.

Statement showing the number of persons in the Indian and Non-Indian Classes of the population at each Census 1851—1921.

Year.	NON-INDIAN.			INDIAN.		
	Male.	Female.	TOTAL.	Male.	Female.	TOTAL.
1851	55,059	47,768	102,827	64,282	13,714	77,996
1861	61,346	56,070	117,416	141,615	51,019	192,634
1871	51,771	48,013	99,784	141,804	74,454	216,258
1881	57,303	53,578	110,881	151,352	97,641	248,993
1891	58,539	56,129	114,668	147,499	108,421	255,920
1901	58,452	55,485	111,937	149,100	115,986	269,086
1911	55,121	55,973	111,094	138,974	118,723	257,697
1921	54,958	56,003	110,961	139,150	126,374	265,524

Total of Indian and Non-Indian Classes.

Year.	Male.	Female.	TOTAL.
1851	119,341	61,482	180,823
1861	202,961	107,089	310,050
1871	193,575	122,457	316,032
1881	208,655	151,219	359,874
1891	206,038	164,550	370,588
1901	199,552	171,471	371,023
1911	194,095	174,693	368,791
1921	194,108	182,377	376,485

TABLE C.

Age distribution of the Male Population of all classes under industrial age groups in 1921 compared with 1911.

	Below 10.	10—19.	20—49.	50—59.	60 and over.	Age not given.	TOTAL.
1911	45,644	40,529	86,109	11,780	9,191	842	194,095
1921	46,872	40,884	85,386	12,035	9,333	598	194,108
Excess + Defect — on 1911.	+1,228	+355	-723	+255	-858	-244	+13

TABLE D.

Agricultural population of Mauritius at successive Census Enumerations.

Census.	GENERAL POPULATION.		INDIAN POPULATION.		TOTAL.		GENERAL TOTAL.
	Male.	Female.	Male.	Female.	Male.	Female.	
1871	2,717	67	72,526	821	75,243	888	76,131
1881	2,398	87	75,106	925	77,499	962	78,461
1891	3,275	59	71,876	2,953	75,151	3,012	78,163
1901	3,605	157	68,741	5,385	72,340	5,542	77,881
1911	5,079	176	62,918	7,264	68,187	7,440	75,627
1921	5,193	305	64,153	9,373	69,546	9,678	79,224

TABLE E.

Shewing the total agricultural population under Sex, Class and Age Distributions including workers of all categories in Agriculture in 1921, compared with corresponding divisional totals in 1911.

Class of population.	AGE 8-9		AGE 10-19		AGE 20-49		AGE 50-59		AGE 60 AND OVER		AGE NOT GIVEN.		TOTAL.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
General	1	...	697	58	3,430	183	698	88	387	24	28	2	5,181	305
Indo-Mauritian	185	76	10,098	1,726	31,897	5,930	3,610	710	1,322	246	93	16	47,205	8,704
Indians born out of Mauritius	1	...	41	8	3,838	363	1,537	145	1,467	152	64	1	6,948	669
Chinese	...	...	...	...	20	...	1	...	1	...	...	...	22	...
Total 1921	187	76	10,836	1,792	39,185	6,476	5,786	893	3,177	422	185	19	59,856	9,678
Total 1911	180	56	12,011	1,869	45,930	4,315	5,827	553	3,737	328	292	21	68,027	7,440
Excess + Defect — in 1921	+7	+20	-1,195	+123	-6,775	+1,661	-41	+340	-560	+96	-107	-2	-8,671	+2,238

TABLE F.

Statement shewing, under Class, Sex and Age Distribution the number of Agricultural Labourers at the Census of 1921, as compared with the corresponding totals at the Census of 1911.

AGE.	10-19.		20-49.		50-59.		60 and over.		NOT GIVEN.		TOTAL.	
	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.	Male.	Female.
General population	298	47	1,048	143	188	28	80	18	5	2	1,607	236
Indo-Mauritian	9,411	1,625	26,492	5,343	2,836	576	952	184	77	13	39,588	7,746
Indian	41	8	3,369	330	1,247	127	1,038	113	54	1	5,744	579
1921	9,750	1,680	30,907	5,821	4,051	729	2,075	315	136	16	46,919	8,561
1911	11,329	1,604	39,908	4,490	4,629	479	2,888	272	268	21	59,017	6,866
	-1,579	+76	-9,001	+1,331	-578	+250	-813	+43	-127	-5	-12,098	+1,695

Not including 179 boys and 71 girls of ages about 8 or 9 years returned as workers in the fields in 1921.

Not including 180 boys and 56 girls of ages about 8 or 9 years returned as workers in the fields in 1911.

TABLE G.

SHOWING THE OCCUPATIONS OF THE INDIAN POPULATION AS A WHOLE IN THE YEARS 1911 AND 1921, RESPECTIVELY.

Occupations.	1921.		1911.		INCREASE + OR DECREASE —IN 1921.	
	Male	Female.	Male.	Female.	Male.	Female.
Agricultural . . .	54,153	9,373	62,948	7,264	-8,795	+2,109
Professional and Govern- ment Service.	2,503	286	1,417	162	+1,086	+124
Industrial, Commercial, Domestic, etc.	28,375	4,554	20,229	2,962	+8,146	+1,592
Non-productive . . .	54,119	112,161	54,330	108,335	-261	+3,826
TOTAL .	1,39,150	128,374	133,974	118,723	+176	+7,651

MAURITIUS DEPUTATION.

(IMMIGRATION).

(2)

Memorandum on over-population and Pauperism.

1. In their Report, the Sanderson Committee (1910) concluded as follows :—

Reasons adduced for cessation of Immigration in 1913.

" 214. In the circumstances thus set forth, we are unable to recommend a continuation of the system of importing labour " (into Mauritius).

The above conclusion appears to have been based upon the following considerations :—

- (a) An opinion expressed by the then Protector of Immigrants, the Hon'ble J. E. Trotter, which led the Committee to consider that there was in the Colony a sufficient supply of agricultural labour;
- (b) The danger of overcrowding ;
- (c) Increasing Pauperism.

2. As regards (a)—the local supply of Labour—no useful purpose would be served by discussing the facts and figures which were placed before the Sanderson Committee.

Local Supply of Labour, 1921.

The conditions which obtain at present are fully dealt with in a separate Memorandum having specific reference to this question, from which it results that there now exists an absolute insufficiency of labour and that the actual shortage cannot be made good out of the local supply.

3. As regards (b) and (c)—overcrowding and increasing pauperism—it would be futile to include in the present Memorandum a criticism of the data upon which the recommendations of the Committee were based; but it would certainly appear that the interpretation put upon these data was arrived at without a full consideration of local conditions.

Considerations on the Density of Population.

It is not possible to compare the density of population figures in two different countries and draw legitimate conclusions as to their relative overcrowding (from the point of view of capacity to maintain the population) unless the relative productivity of either country is duly taken into account, as well as the distribution of wealth and property

4. The productivity of Mauritius per unit of land measurement is perhaps one of the most intense in the World. Among cane sugar producing countries this island is a long way ahead of any other territory in respect of intensity of sugar production. In a Report dated 17th August 1909, the Statistician of the Chamber of Agriculture pointed out that :—

Productivity of Mauritius per Unit Area.

" Mauritius is not only the British Colony which produces the greatest quantity of sugar, but is in addition the country in the World which produces most of that commodity, having regard to its area. Our sugar production amounted to 277.8 Tons per sq. m. in 1908-09—a production coefficient unparalleled in any sugar producing centre", and proceeded to quote the following figures of yearly sugar outputs :—

Mauritius	277.8 Tons per square mile.
Hawai	72.1
Cuba	30
Java	24
	etc.

The above figures indicate the sugar output per square mile of gross territory in 1908-09. As regards Mauritius, a substantial increase has occurred

since then, and the average yearly output of sugar for the past decade has amounted to 327 tons per square mile.

Economic Results
of Subdivision
of land among
small Proprietors.

5. Moreover, during the past 30 years a great sub-division of the agricultural land has been in progress, until at the present day nearly one-half the cane growing land is in the hands of peasant proprietors practically all of whom are Indians—original Immigrants or their immediate descendants.

It is an accepted principle in Economics that such a process as this enables a country to support in material and moral well-being a much higher ratio of persons per square mile than would be possible were peasant proprietors less numerous. Professor Marshall in his Principles of Economics, has the following remarks which apply *mutatis mutandis* to the case under consideration:—

“They (the multiplicity of small holdings) increase the number of people who are working in the open air with their heads and their hands; they give to the agricultural labourer a stepping-stone upwards, prevent him from being compelled to leave agriculture to find some scope for his ambition, and thus check the great evil of the continued flow of the ablest and bravest farm lads to the towns. They break the monotony of existence they give a healthy change from indoor life, they offer scope for variety of character and for the play of fancy and imagination in the arrangement of individual life; they afford a counter-attraction to the grosser and baser pleasures; they often enable a family to hold together that would otherwise have to separate; under favourable conditions they improve considerably the material conditions of the worker; and they diminish the fretting as well as the positive loss caused by the inevitable interruptions of their ordinary work.” (Principles of Economics, pages 108-109.)

C. S. Devas, in his well-known Political Economy, quotes the above passage and refers to the happy change in a district of Lincolnshire, under Lord Carrington, where 378 acres were planted with 130 tenants (or some 650 souls) in the five years between 1890 and 1895, to the enrichment and welfare of themselves and of the nation.”

Since the publication of the Sanderson Report the parcelling-out of large Estates (the process locally known as “morcellement”) has proceeded at a greatly accelerated rate. Whereas 10 years ago about 50,000 Arpents were in the hands of peasant proprietors, at the present time these small holdings cover an aggregate area of over 79,000 Arpents. This change in the local land tenure is so much in accord with modern economic evolution and so consonant with the Indian's innate love of acquiring landed property, that it may be expected to continue for some years more. It is of importance to note that the period of prosperity through which the Colony has passed has practically freed the small holdings from incumbrances.

Pauperism in
Mauritius.

*Will be submitted
in Committee.

6. The question of pauperism is also one which would appear to have been submitted to the Sanderson Committee without any attempt at a reasoned investigation into determining causes. In this connection, the accompanying Graph* (which was included in Poor Law Departmental Report, 1916) is very significant. Two main waves are represented, the one culminating in 1889, the other in 1909.

The increased pauperism in 1889 is too distant in point of time to permit of satisfactory discussion at this stage; but the maximum in 1909 synchronises with the highest point in the increase of *aged Indian Immigrants*, which, as was shewn in the Census Report for 1911, had been steadily increasing—and it could not be otherwise on account of the steady progression in the ages of the Immigrant population—up to 1911. Since then, as evidenced by the 1921 Census, there has been a marked falling-off, as the original Immigrant population is gradually disappearing from natural causes.

Distribution of
Poor Relief in
Mauritius.

7. It should also be noted that Poor Relief in Mauritius is practically confined to the aged and infirm, and is not a product of unemployment (the latter being inexistent), although the law contains adequate provision for more extended relief in the event of persons becoming temporarily destitute from sickness, accident or any other causes, personal or general.

8. The Table attached, which was supplied by the Poor Law Department at my request, demonstrates very clearly the class and sex of adults to whom relief is given. The excessive aggregate numbers put before the Sanderson Committee included Hospital and Dispensary relief—which is not restricted to "Paupers".

Proportion of
Males and Females
relieved exclusive
of Orphans.

9. Apart from these considerations, Ordinance No. 32 of 1922 provides a most effective safeguard against the very remote contingency of new Immigrants being put to any hardship owing to unemployment. Article 13 of that Ordinance reads as follows:—

Provision in new
Labour Law for
Repatriation of
Immigrants.

"Article 13. The following proviso is added to Article 79 of the principal Ordinance.

Provided that any new Immigrants shall be entitled to repatriation after two years' residence; and within a shorter period he may be repatriated at the discretion of the Protector, if such new Immigrant is incapacitated by ill-health or accident, or is unable to obtain suitable work, or is otherwise in distress."

Such repatriation would be defrayed out of a fund to be constituted under the Ordinance, for the purposes of recruitment, introduction and repatriation of Immigrants (Article 6).

10. It is hoped that the above considerations taken in conjunction with the overwhelming proofs of the absolute insufficiency of labour for agricultural requirements and for Government works of public utility, will dispose once for all of the objections raised in 1909—which objections, as already indicated, were not justified even at the time that they were made. It is practically certain that, had all the circumstances been fully investigated locally and placed in their true light before the Committee of eminent men who considered this question, the recommendations that they made—that the Emigration of Indian labourers to Mauritius should be discontinued—would not have been formulated.

Conclusion.

A. WALTER,

Censur Commissioner.

January 10th 1923.

Statement showing the number of Adult Paupers in the Colony of Mauritius at 30th November 1922, distributed according to population, sex and circumstances of each individual.

A.—Permanent invalids too old to work and no liable relatives.	Indian population	{ Male 48	...
		{ Female 121	...
	General population	{ Male	86
		{ Female	521
B.—Widows with young children under age for work and with no liable relatives to help.	Indian population	. . . . .	59
	General population	. . . . .	245
C.—People assisted by Government (Part maintenance) who work or have others to help.	Indian population	{ Male . . . . .	...
		{ Female	9
	General population	{ Male	7
		{ Female	216
D.—Casual relief to be carefully watched.	Indian population	{ Male	6
		{ Female	1
	General population	{ Male	5
		{ Female	3
Total Indian population		. . . . .	244
Total General population		. . . . .	1,083

MAURITIUS DEPUTATION

(EMIGRATION.)

(3)

Memorandum on the rate of Wages in relation to the cost living.

Two Classes of Labour.

1. For purposes of comparison with the cost of living, the wages earned by Indian labourers in Mauritius may be divided into two classes, viz:—

(a) Wages of labourers working by the day;

(b) Wages of labourers under monthly contracts, who receive payment, partly in money, partly in kind.

Cost of Essentials for Indian labouring Classes.

2. Statement A shows approximately the cost of essentials for the Indian labourer, at the current market rates during the years 1914 and 1921, respectively. The amounts indicated are those which are considered to be sufficient for the maintenance of 1 man, his wife and 3 children. They were submitted to the Indian Representatives on this Deputation, and were endorsed by them. It should be added that, in forming these estimates, a liberal margin has been allowed in the matter of *quantities*, and the prices indicated are those quoted locally for the best *quality* in each case. This has been done in order to cover expenditure on "extras", which it is difficult to express in actual figures in the absence of an exhaustive statistical enquiry.

Increase in Cost of Living.

3. As seen from the figures given in Statement A, the increase in the actual cost of living according to the requirements of 1 Indian labourer having to provide for his wife and 3 children is 100·0 per cent. This, expressed as an "Index number" would be 200.

Official Cost of Living Returns.

4. This return is in close agreement with the general enhancement of the cost of living as shown in Table B. The latter is based on the relative costs of 27 articles and may be taken to represent as nearly as possible the real increase in the cost of living in the Colony. Moreover, Statement A shows the actual requirements in wages of day Labour, including extras, saving etc., see section 2 *supra* as well as the relative values in the two periods under review.

Expenses of Labourers who receive part payment in rations.

5. As regards the second category of Labourers, viz, those employed under monthly contracts on Estates, Items 1, 2, 3, 5 and 7 are supplied by the Estates together with a great many other perquisites. Items 4 and 6 alone remain to be provided by the labourer who receives rations from the Estate.

In 1914, the monthly cost of such articles amounted to Rs. 4·25 and in 1921 to Rs. 8·93, or an increase of 110 per cent.

Increase in Rates or Wages.

6. The next point to be considered is the increase in the rates of wages paid to labourers and other Indian workers on Estates. In this reference, Statement C (which was furnished to the Government of Mauritius on the 28th April 1922) shows the *average* values of wages paid, as compiled from the returns sent in by 22 Estates.

Printed schedule Annexure C.

7. From statement C (which is based upon the assumption that there is only *one* wage earner in each family) it will be seen that in 1921.

Wages paid to the two classes of labourers in 1921.

(a) the nominal money wage of the labourer working under contract (which is now limited by Law to a duration of one month) was Rs. 12, whereas cost of the items left to be provided by the labourer (Items 4 and 6 of statement A) amount to Rs. 8·93;

(b) the value of rations, medical attendance etc., excluding rent, forage and fuel, was Rs. 20·50;

(c) the wages of day labourers were Rs. 82 per month, which average covers a range of from Rs. 45 to Rs. 105 per month, according to locality. It should be stated that the wage of this class of worker has fallen considerably during the past year, and now averages about Rs. 2 a day, a natural economic reaction following the decline in the selling price of sugar from the abnormal market rates of the preceding year.

8. Reference to Statement D will shew that these wages compare favourably with those earned by other workers (skilled and unskilled) in Mauritius.

Comparison between Wages of Agricultural Labourers and those of other workers.

9. It should also be noted that the Agricultural and Government labourers are invariably employed "by the task" which task is, as a rule, completed before noon (a total of about 30 hours a week), thus leaving ample leisure, which the Indian never fails to utilise in lucrative occupation; whereas the hours of work of the artisan labourer are stated to be 49 a week. See Statement D.

Comparison between working hours of Agricultural and Government Labourers and those of other workers.

10. It is evident from the foregoing remarks that the rates of wages at present paid are fully commensurate with the cost of living.

Conclusion.

10th January 1923.

(Sd.) A. WALTER,

Census Commissioner.

STATEMENT A.

Showing approximately the cost of Essentials for 1 Indian Labourer, for the maintenance of himself, his wife and 3 children at current market rates during the years 1914 and 1921, respectively.

Year 1914.

Items.	Weekly Quantities.	Market Price.	Weekly Value.	Monthly value.
		R	R	R
1. Rice	24½ lbs.	0.08	1.96	7.85
2. Dhall, lentils or beans or substitutes.	6½ "	0.08	0.52	2.06
3. Flour, salt, etc.	...	...	...	1.40
4. Spices, Curry, etc.	...	...	...	3.00
5. Oils, soap etc.	1½	0.35	0.60	2.45
6. Clothing	...	...	...	1.25
7. Rent	...	...	...	1.00
Total	...	...	...	19.03

Year 1921.

Items.	Weekly Quantities.	Market Price.	Weekly value.	Monthly value.
		R	R	R
1. Rice	24½ lbs.	0.16	3.92	15.68
2. Dhall, lentils or beans or substitutes.	6½ "	0.16	1.04	4.16
3. Flour, salt, etc.	...	...	...	2.80
4. Spices, Curry, etc.	...	...	...	5.60
5. Oils, soap etc.	1½	0.50	0.82	3.50
6. Clothing	...	...	...	3.53
7. Rent	...	...	...	3.00
Total	...	...	...	38.07
Increase in 1921	...	(100%)	...	Rs. 19.04

Note added 20th February 1923.

The above statement was put forward as a statistical statement under generic headings the quantities and prices of which were averaged. This was

done to establish a comparison between 1914 and 1921 costs of living in relation to rates of wages as the title of this Memorandum indicates. As the schedule is now required as the basis for the establishment of a basic wage, the data on which it was computed and detailed quantities and rates have been submitted as Statement E. All prices, as stated at the head of the table, refer to 1921 rates and will have to be modified as the high cost of living of that year falls.

STATEMENT B.

COST OF LIVING.

(Prices given are in all cases the mean of best and Lowest quality).

Index for the month of December 1922, on 1914 as base.

Articles.	PRICES.				Index Number.	Average Index Number for each Article.	Adopted weight.	Weighted Index Number.
	1914.		1922.					
	Rs.	Cs.	Rs.	Cs.				
<i>Foodstuffs.</i>								
Rice, good quality . (W) per bag 75 kilos.	16	60	26	50	159	142	15	21.3
Ration . . (W) " "	12	25	15	50	126			
Dholl, Urhur . . (W) " "	16	60	22	25	134	175	01	1.7
Ration . . (W) " "	12	00	26	00	216			
Lentils, Red . . (W) " "	16	90	23	00	133	141	01	1.4
Black . . (W) " "	12	70	18	75	147			
Beans . . . (W) per bag 100 lbs.	16	00	17	50	109	109	01	1.0
Flour { Australian . (W) " "	9	75	13	00	133	137	03	4.1
	{ Indian . . (W) " "	9	20	13	00				141
Milk . . . (W) " bot.	...	10	...	25	250	250	07	17.5
Olive, Oil . . . (W) " doz.	30	00	42	00	140	195	01	1.9
Pistachio . . (W) " 100	33	00	82	75	251			
Tea . . . (W) " lb.	1	30	1	65	127	127	02	2.5
Coffee . . . (W) " 100	42	00	49	50	118	118	01	1.1
Salt Beef (American) . (W) " 300	120	00	205	00	171	171	01	1.7
Salt Pork . . . (W) " 200	85.0	00	165	00	194	194	01	1.9
Butter . . . (R) " $\frac{1}{2}$ kg.	1	25	1	95	156	156	03	4.6
Lard (Madagascar) . (R) " 5 lb. tin	3	10	4	85	147	147	03	4.4
Fresh meat . . (R) " $\frac{1}{2}$ kg.	...	36	...	62	172	1.2	17	29.2
<i>Clothing.</i>								
Shirts . . . (R) " doz.	18	56	60	00	323	258	43	110.9
Boots . . . (R) " pair	9	00	22	00	244			
Serge . . . (R) " yard	9	50	20	00	106			
Hats, straw . . (R) " doz.	33	38	55	00	165	...	Index Number.	205.2
Calico . . . (R) " ell	...	26	...	67	257			
Prints (Indienne) . (R) " "	...	38	...	70	184			
Moleskin . . . (R) " "	...	40	2	62	655			
Regattas (Coutil) . (R) " "	...	37	...	50	135			

For Statement C, please see pages 15-18 ante.

STATEMENT D.

Wages of Artisans in Maurilius in the year 1914 and 1921, respectively.

Workmen.	1914.	1921.
	Per day. Rs.	Per day. Rs.
Chargemen	3.50	4.12
Fitters	1.72	2.22
Moulders	1.66	2.14
Boiler makers	1.54	1.92
Blacksmiths	1.68	2.17
Turners	2.00	2.25
Coppersmiths	2.15	2.59
Tinsmiths	1.55	1.92
Machinemen	1.78	2.04
Carpenters	1.48	1.88
Pattern makers	1.62	2.35
Painters	1.67	1.94
Masons	1.50	1.85
Belt menders	1.75	2.47
Sail makers and upholsters	1.59	1.92
Rattaners	1.50	2.07
Grinders	1.75	2.47
Labourers and strikers	1.04	1.34

Working hours

49 hours per week.

STATEMENT E.

Detailed cost of living Schedule with 1921 Prices.

Article.	Quantity.	Price.	Daily.	Weekly.	Monthly.	Monthly total.
Rice	24½ weekly	0.16	...	3.92	...	15.68
Dholl	½ daily	0.19	0.14	...	...	4.20
Milk	¼ bot daily	0.20	0.05	...	...	2.71
Sugar	¼ lb. daily	0.20	0.25	...	...
Tea	.....	...	0.01	...	...
Salt	2 lbs. monthly	0.08	0.05	...	...
	Total	...	0.09	...	...	...
Spices masala	1 lb. monthly	0.70	...	...	0.70	5.57
Chilies	½ lb. monthly	0.75	...	...	0.37	
Vegetables	1½ lbs. daily	0.12	0.15	...	4.50	
Cooking oil	2 lbs. monthly	0.80	...	...	1.60	
Lamp Oil	1 monthly	0.60	...	...	0.60	3.60
Soap	1 lb. monthly	0.70	...	...	0.70	
Barber and matches etc.	monthly	...	...	...	0.60	...
<i>Clothing yearly.</i>				yearly.		
Man { 2 shirts (courtis)	3 aunes yearly	1.20	...	3.60	...	9.38
Man { 2 languis	8 aunes yearly	1.20	...	9.60	...	
Man { 2 paggaris	6 aunes yearly	0.60	...	3.60	...	
Woman { 2 sarces	4 aunes	3.50	...	7.00	...	
Woman { 2 peignoirs	1.20	...	4.80	...	...
Children Calico	9½ aunes	1.20	...	11.40	...	...
	Total	...	...	40.00	...	...
						3.00
	Rent	...	...	...	...	37.99

No.

GOVERNMENT OF INDIA.

DEPARTMENT OF REVENUE AND AGRICULTURE.

EMIGRATION.

Delhi, the March 1923.

NOTIFICATION.

IN exercise of the powers conferred by section 10 of the Indian Emigration Act, 1922 (VII of 1922), hereinafter referred to "as the Act", the Governor-General in Council is pleased to issue the following Notification in the form in which it has been approved by both Chambers of the Indian Legislature:—

Emigration to Mauritius for the purpose of unskilled work shall be lawful for a period of one year with effect from a date to be notified in the *Gazette of India* by the Governor General in Council after the matters requiring determination under clause 10 of this notification shall first have been determined subject to the following terms, and conditions, namely:—

- (1) The number of adult male labourers which may be recruited within the period shall be limited to 1,500.
- (2) The emigrant shall
 - (a) have been recruited by a person licensed for that purpose by and responsible to an officer (hereinafter called the Emigration Commissioner) appointed by the Government of Mauritius, or
 - (b) have applied direct to the Emigration Commissioner for an assisted passage and have been accepted by him.
- (3) The emigrant shall not, before leaving British India, have entered into any engagement to labour for a period exceeding one month.
- (4) Engagements to labour entered into by an emigrant in Mauritius for a period exceeding one month shall be void.
- (5) The Government of Mauritius shall, at any time when so desired by the Governor General in Council, admit and give all facilities to an Agent appointed under section 7 of the Act.
- (6) No part of the cost of his recruitment, subsistence during transport or transport, shall be recoverable from any emigrant, and all expenses in this connection shall be defrayed from the fund created by the Government of Mauritius under section 45 of the Labour Ordinance, 1922.
- (7) Any emigrant shall, if he desires to return to India at any time after two years from the date of his introduction to the Colony, be repatriated at the cost of the Government of Mauritius to the place of his recruitment.
- (8) Any emigrant shall, at any time within the period of two years from the date of his introduction to the Colony, be entitled to be repatriated at the cost of the Government of Mauritius to the place of his recruitment if he satisfies the Agent appointed under section 7 of the Act that his return to his home is desirable either on the ground of the state of his health or on the ground that the work which he is required to do is unsuitable to his capacity or that he has been unjustly treated by his employer or for any other sufficient reason.

- (9) If any emigrant at any time within the period of two years from the date of his introduction to the Colony satisfies the Agent appointed under section 7 of the Act that he is unable to obtain a wage which will provide the cost of living for a man with a wife and three children and also a reasonable margin for savings, sickness and old age, he shall be entitled to be repatriated at the cost of the Government of Mauritius to the place of his recruitment.
- (10) The Government of Mauritius, in consultation with the Government of India or the Agent appointed under section 7 of the Act, shall from time to time determine the amount of wage which is sufficient to meet the requirements laid down in clause 9 of this notification.
- (11) If at any time there is no Agent appointed under section 7 of the Act the Government of Mauritius shall appoint a person to perform the duties of the Agent as set forth in clause 8.
- (12) The Government of Mauritius shall furnish such periodical reports and returns as may be required from time to time by the Government of India in respect of the welfare of the persons emigrating to the Colony in accordance with this notification.

No.
GOVERNMENT OF INDIA.
DEPARTMENT OF REVENUE AND AGRICULTURE.

(EMIGRATION.)

Delhi, the January 1923.

NOTIFICATION.

In exercise of the powers conferred by section 10 of the Indian Emigration Act, 1922 (VII of 1922), hereinafter referred to as "the Act", the Governor General in Council is pleased to issue the following Notification in the form in which it has been approved by both Chambers of the Indian Legislature :—

"Emigration to Ceylon for the purpose of unskilled work shall be lawful on the following terms and conditions, namely :—

- (1) The emigrant shall—
 - (a) have been recruited by a person licensed for that purpose by and responsible to an officer (hereinafter called the Emigration Commissioner) appointed by the Government of Ceylon, or
 - (b) have applied direct to the Emigration Commissioner for an assisted passage and have been accepted by him.
- (2) The emigrant shall not, before leaving British India, have entered into a contract of service for a period exceeding one month.
- (3) Within six months from the issue of this Notification, or within such further period as the Governor General in Council may by notification appoint, the Legislature of Ceylon shall have enacted that any contract of service for a period exceeding one month entered into by an emigrant shall be void.
- (4) No part of the cost of his recruitment, subsistence during transport, or transport shall be recoverable from any emigrant and all expenses in this connection shall be defrayed from a common fund to be raised in such manner and managed by such agency as may appear suitable to the Colonial Government.
- (5) The Government of Ceylon shall at any time when so desired by the Governor General in Council admit and give all facilities to an Agent appointed under section 7 of the Act.
- (6) Within one year of his arrival in Ceylon any emigrant who has been assisted to emigrate at the cost of the common fund referred to in clause (4) shall, on satisfying the Agent appointed under section 7 of the Act that his return to his home is desirable either on the ground of the state of his health or on the ground that the work which he is required to do is unsuitable to his capacity, or that he has been unjustly treated by his employer, or for any other sufficient reason, be repatriated free of cost to the place of recruitment, and the costs of such repatriation shall be defrayed by the Government of Ceylon or the Ceylon Planters' Association.
- (7) If at any time there is no Agent appointed under section 7 of the Act, the Government of Ceylon shall appoint a person to perform the duties of the Agent as set forth in clause (6).
- (8) Within six months from the issue of this Notification, or within such further period as the Governor General in Council may by notification appoint, the Legislature of Ceylon shall have enacted that no payment made in India by a recruiter to an emigrant, to enable him to pay off debts before emigrating shall be recoverable.
- (9) The Government of Ceylon shall furnish such periodical reports and returns as may be required from time to time by the Government of India in respect of the welfare of persons emigrating to Ceylon in accordance with this Notification.

EMIGRATION TO CEYLON.

I.—GENERAL INFORMATION.

1. Emigration from Southern India to Ceylon is probably of ancient origin and is explained by the geographical proximity of the colony to the mainland. In modern times, the emigration of labour has been stimulated by the economic development of the island. From 1812 or 1813 to 1880 when the industry failed coffee plantations absorbed the majority of emigrants. Since the eighties, tea and then rubber have offered the main field for employment. In 1921, there were in Ceylon about 603,000 Indian Tamils (494,000 being on the estates), 518,000 Ceylon Tamils, 252,000 Ceylon Moors (Muhammadans), 34,000 Indian Moors or 1,407,000 persons of Indian origin altogether.

2. Recruitment.—

(a) *Agency*.—Before 1904, when the planters of Ceylon established the Ceylon Labour Commission, recruitment in India was carried out directly by their agents, usually kanganyes; or by their relations in India to whom money was remitted for the purpose, or by professional recruiters. The employment of the last named agency has consistently been discouraged by the Ceylon Labour Commission.

3. The Ceylon Labour Commission has its headquarters at Trichinopoly and an area of operation divided into 4 circles, *viz.*, (1) Trichinopoly, (2) Salem, (3) Madura and (4) Arcot, which contain 29 agencies:

Its management in India vests in a Commissioner who is a Ceylon planter, assisted by a number of European and Indian assistants. Each circle is under the control of a European officer who makes periodical inspections. Agencies are also inspected by the Commissioner and his deputy from Trichinopoly. The functions of the Commission are—

- (a) to advertise the advantages of employment on estates in Ceylon by means of handbills and leaflets in vernacular and by magic lantern shows;
- (b) to make payment of advances to the kangany for purposes of recruitment, and sums for every adult recruit brought in;
- (c) to scrutinise by means of agents that persons brought in are suitable for estate work, that they understand where they are going and that recruitment has not been made by means of kidnapping and abduction; and
- (d) despatch of recruits by rail direct to Mandapam or Tataparai.

Nearly 80 to 90 per cent. of the recruits going to Ceylon pass through the depôts of the Commission.

4. (b) *Method*.—A recruiting kangany from an estate which subscribes to the Commission brings to the Commission at Trichinopoly an order which authorises the Commission to place a preliminary advance in the hands of the kangany. This advance is at once paid to the kangany who is also given a recruiting certificate in which particulars as to wages and terms of employment are given. The kangany then proceeds to get recruits and when he gets them, he takes them to the nearest agency of the Commission. Here they are scrutinised by the agent, who is generally an Indian and, if they are found suitable, they are sent on by rail direct to Mandapam or Tataparai if the agency is south of Trichinopoly, or *via*, the Trichinopoly coolie camp if the agency is to the north of that town. Any emigrant refusing to proceed or whose relatives come and persuade him to return is allowed to leave at once. On arrival at these camps, they are examined by qualified medical officers of the Ceylon Government, and if they are not found to be suffering from any contagious or infectious disease, they are allowed to proceed. Boys under 14 and girls under 16 are not accepted unless they are accompanied by their

natural guardians, or the written consent of such guardians certified by the village munsiff is produced.

5. The kangany then proceeds with his labourers to the estate. Practically all emigrants now travel on tin-tickets. These are little discs of tin punched with a letter and two numbers, the letter denoting the district where the estate is situate, while the first number denotes the number on the official register of the estate, and the second, the serial number of the particular labourer for whom it is used. They were introduced about 15 years ago to reduce the cost of importing labour; and are supplied by an estate to the kangany or the Commissioner at Trichinopoly who give one to each labourer. On arrival at the quarantine camp, the labourer presents this ticket to the camp superintendent and he is thereupon entered in the register and neither he nor the kangany has to make any payment after that in cash on account of either food or transit charges from the camp to the estate. The labourer executes a promissory note to the Labour Commission only for such sums as are paid directly into his hands. But, on arrival at the estate, he may admit receipt or payment on his behalf of other sums paid by the kangany; and these are also debited to him, as also the cost incurred in railway fares and food for him by the Labour Commission, and in railway and steamer fares and food for 3 days in quarantine, by the Ceylon Government as these charges are recovered from the estate.

6. It should be noted, however, that about 15 per cent. of the estates from the island do not subscribe to the Ceylon Labour Commission and their recruiting kanganies are subject practically to no control in India. It is these estates which employ professional recruiter. In 1915, 14,426 labourers including kanganies went to Ceylon (otherwise than through the Commission, as against 64,993 recruited through the Commission by 21,447 kanganies.

7. The share of the Ceylon Government in the regulation of recruiting is confined to—

- (a) the supply of tin-tickets and the working of the system known by that name and (b) the maintenance and supervision of quarantine camps at Man'apam and Tataparai and supervision of transport arrangements from there.

8. *Organisation of labour on an estate.*—The general control and management of the Indian labour force on an estate in Ceylon which may consist of several gangs of varying size up to 25 to 30 persons vests in a head-man called a 'kangany', himself an Indian immigrant. On large estates, there may be several sub or sillara-kanganies who are under one or more head kangany. The kangany supervises the work of his gang in the field. If his gang is small, he also works as a labourer. Besides being a labour unit, the gang, at least in the earlier stages of emigration, was also a family unit whose members were drawn from the same locality and often were kinsmen. The stress of demand for labour widened the circle of recruitment and considerably modified, if it did not destroy, its family character. Strictly, therefore, the kangany is no longer the "patriarch" of his group. But he still controls all the domestic affairs of his gang; he settles their disputes and deals with all minor complaints and grievances. Except in regard to payment of wages, he is the intermediary between the estate and labourers in all financial matters; he sees that they turn out to work, that all cases of illness and suffering are reported to the Superintendent. And the responsibility of the gang to the kangany and through him to the estate for the debts of absconders or deceased members is still collective.

9. *Work and wages.*—The kangany is usually paid a salary as an overseer and in addition 2 cents per diem for every labourer that turns out to work. The sub or sillara-kangany who works in the field is paid 3 or 4 cents per diem for every member of his gang that works. For recruiting, he gets a bonus of Rs. 15 for every labourer that remains on the estate for a given time; usually for 6 months to a year.

10. For adult male labourers the main kinds of work are pruning (in tea), tapping (in rubber), work in the factory (tea and rubber), weeding, clearing of drains, digging pits and maintaining of estate roads. For women, plucking (in tea), tapping (in rubber, but chiefly in the low country only); sorting leaf

in the factory and light earthwork. The rates of wages for piece-work in 1916-17 were according to Mr. Marjoribanks and Sir Ahmadthamby Marakayyar as follows. The rate for weeding was about Re. 1 per acre. Special jobs of earthwork were given out in contracts. Ordinary jobs were paid for by the worker earning a "name" for the day's work. Thus in tapping, men were paid 35 to 45 cents for a day's "name" (usually for tapping 250 trees). A woman was paid 30 cents. Extra money might be earned for working on Sunday. In the tea industry, pruners were paid 40 to 45 cents for a "name," the task varying from 150 to 200 bushes in old tea and 300 bushes in young tea. Pluckers were paid 25 to 30 cents for a "name" which was earned by plucking 25 pounds of leaf. Factory labourers got 50 to 60 cents per diem and overtime after 4 o'clock. Rice was advanced to the labourers on all estates weekly at the rate of 16 pounds per man, 16 pounds and 8 pounds in alternate weeks per woman and 8 pounds per week per child. This was charged for at or, sometimes, under cost price; and recovered from monthly wages earned in cash.

11. There is no minimum wage fixed by law. Reliable statistics for average wage for all estates are not available. Calculation based on information supplied by particular estates shows that actual wages varied in 1917 from Rs. 10.18 to Rs. 8.1 for men; from Rs. 6.24 to Rs. 4.34 for women; and Rs. 5.69 to Rs. 3.96 for a child. It is reported, however, that rates of wages have increased steadily during recent years. The average number of working days in the month worked out at from 23 to 19 days for a man, 19 to 15 days for a woman and 21 to 17 days for a child.

The current rate of wages is stated in Mr. Hayley's address on August 29th and in paragraph 18 of the Colonial Government's letter dated July 27th, 1922. The cost of living for a man, wife and 2 children is estimated at Rs. 17 for food and Rs. 3½ for clothing. A statement prepared by Ceylon deputation regarding wages and cost of living is printed as an Appendix to this note.

12. *Housing, sanitation and medical care.*—Emigrants are housed in lines which are provided by the employer and inspected by the sanitary authorities. Provision exists that in future all lines should be constructed in accordance with plans provided by the Medical Department. Messrs. Marjoribanks and Marakayyar spoke appreciatively of these arrangements and recently Mr. Andrews has highly praised the accommodation on some of the best estates.

The labourer is supplied with medicines and medical attendance free of charge. Sanitary and medical care is provided for by law. There are 54 Government district hospitals in the planting areas capable of accommodating 4,500 persons, and staffed with qualified medical officers, nurses and attendants. In addition to these, there are 81 out-door Government dispensaries. Besides these, there are 63 hospitals built, staffed and maintained by the estate proprietors as well as 471 dispensaries. These latter are periodically inspected by officers of the Medical Department. The provision of medical facilities by estates is encouraged by the payment of a rebate on the export duty charged on their produce in proportion to the adequacy of the provision.

13. *Status and conditions of employment.*—The employment of Indian emigrant labourers is invariably based on the monthly contract for service, renewable from month to month; and may be so renewed unless one month's notice is given by either party of the intention to determine the contract. The law also provides that contracts for service for periods in excess of one month and up to a limit of 3 years must, in order to be valid, be expressed in writing and signed and acknowledged in the presence of a police magistrate, Justice of the Peace or other persons especially authorised for the purpose. The only exception to this is in the case of contracts for service in Government Departments which may extend to a period of 5 years.

14. Until recently there were the following main penal provisions regarding labourers.—

- (1) A servant refusing to work without reasonable cause or guilty of drunkenness, wilful disobedience of orders, insolence or gross neglect of duty or who quitted his employer's service without the prescribed month's notice, was punishable with imprisonment for

a term which might extend to 3 months or with fine not exceeding Rs. 50 or with both (Section 11 of Ordinance No. 11 of 1866).

- (2) Any person seducing from service an employee bound by a contract, or any servant refusing to proceed when engaged to go on a journey, was liable to imprisonment.

These provisions have now been repealed by Ordinance No. 43 of 1921.

15. A regular payment of wages is secured to him by a legal provision which makes it obligatory for an employer to pay his labourer monthly within one month from the expiration of the month during which the wages had been earned, on pain of conviction to fine; his freedom of movement is safeguarded by a legal provision for the issue of a discharge ticket. Other particulars regarding the life and privileges of the labourer will be found in the memorandum of the Ceylon Government.

16. A special feature in connection with the employment of Indian labour was the *tundu* system under which immigrants started with an incubus of indebtedness. The average debt was estimated by planters of experience to be about Rs. 70. In individual cases it was as high as Rs 200. In part, no doubt, these sums had been actually received by the labourer. But equally without question, a part of them went into the pocket of the kangany. The responsibility for the debts of a deceased or an absconding member added to the burden and the "*tundu*" which, in theory, and in the beginning, probably also in practice, was intended to secure him freedom of contract, was largely abused by the kangany to enrich himself and impoverish the labourer. The system is fully described in the attached memorandum prepared by the Government of Ceylon. This system fortunately has now been abolished by the Ordinance of 1921 which makes it illegal to give or accept or issue a "*tundu*" or enter into any undertaking with regard to a "*tundu*", and imposes as a penalty a fine not exceeding Rs. 20,000 or imprisonment up to 2 years. The coolie should now be in a better position to exercise his own individual wishes as to whether he should accompany the kangany or not.

17. The condition of Indian labour in Ceylon formed the subject of an exhaustive enquiry by Messrs. Marjoribanks and Ahmad Thambi Marakkayar who were specially deputed for the purpose in 1917 by the Madras Government. The recommendations of that Government on the basis of their report, which were substantially accepted by the Government of India, are summarised below :—

- (1) The entire cost of recruiting labour in India and of transporting it to the island shall be borne by a common fund managed by the Colonial Government and subscribed to by all employers of Indian labour in the colony and no part of such cost shall be recoverable from the emigrants.

NOTE.—This was intended to secure that the labourer should arrive in Ceylon free of debt.

- (2) The Colonial Government should take steps to examine the existing debts of Indian labourers. Such portions of these debts as might be declared bad should be written off at once, and a scheme devised whereunder the balance would be liquidated or written off within some very short period, say, 3 years at the outset.

NOTE.—This was intended to emancipate labourer from the burden of existing indebtedness.

- (3) Long-term agreements should be prohibited by law.

NOTE.—This was intended to secure to the labourer freedom of movement.

- (4) The whole of the labourer's wages less the value of rice, should be paid to him every month in full and recovery from wages on any other account than that of rice supplied should be prohibited.

NOTE.—This was intended to prevent the labourer getting into debt to the estate after arrival in the colony.

- (5) Imprisonment as a punishment for labour offences shall be abolished.
- (6) All recruitment of assisted emigration should be conducted and supervised by some one agency directly responsible to the Colonial Government, as in the case of the recruitment of labourers for the Straits.

Other recommendations which have been made from time to time are—

- (7) The fixing of a minimum wage for labourers;
- (8) the prohibition of child labour below the age of 12;
- (9) the representation of immigrant interests on any advisory board that may be set up by the Colonial Government;
- (10) removal of the drink evil which is particularly rife on the less well-managed estates; and
- (11) the creation of some co-operative agency to make advances to the labourers.

18. Of these recommendations, that relating to penal laws has already been given effect to by Ordinance No. 43 of 1921, which repeals sections 11, 12, 14, 19, 20, 21, 23 and 24 of Ordinance No. 11 of 1865, sections 4 (a), 7, 23, 26 and 27 of Ordinance No. 13 of 1889, and the Indian Coolies Amendment Ordinance No. 3 of 1914. The "*tundu*" which was both an instrument of blackmail and impoverishment has also been abolished by section 5 of this Ordinance. With regard to recommendation 3, Mr. Marjoribanks and Sir Ahmed Marakkayar have reported that in practice all immigrant labour is employed on a monthly contract of service. But under sections 7 and 8 of the Ordinance of 1865 written contracts for 3 or, in the case of employment under Government, 5 years are legally admissible. The special penalty for the breach of such contracts under section 11 of the Ordinance has however been abolished.

19. The importance both of clearing the present and restricting the future indebtedness of the labourer and of providing an official recruiting agency which will enjoy the complete confidence of the public is evident. So far as the existing indebtedness is concerned, it can doubtless be argued that the abolition of the "*tundu*" and the repeal of the law which made the quitting of service without a month's notice a penal offence leave a labourer free to repudiate his debts in practice. For civil liability would be difficult to enforce against an individual who has no funds and section 19 of the Ordinance of 1889 frees every labourer from the liability to arrest under the provisions of the Civil Procedure Code, 1869, in execution of a decree for money.

20. A draft Ceylon Ordinance of 1920 included provision to make the maintenance in transit and the transport of labour to Ceylon a charge on the employer in order to ensure that a labourer started his career free of debt. To prevent his getting into debt to the estate after arrival, that Ordinance, as suggested by the Madras Government, also restricted deductions from the wage only to advances made for the maintenance of the labourer during the period of his employment preceding the first payment of wages and, subsequently, to advances of rice, foodstuffs and advances in respect of current wages. The Ordinance has not become law.

21. In recommending the establishment of an official recruiting agency, the Government of Madras made the following comments on the Ceylon Labour Commission which at present recruits most of the Labour for estates. "The Commission is primarily a financial agency and though the Commissioner and his assistants have done excellent work in improving the methods of recruitment in this presidency, their position as paid employees of the Planters' Association must handicap them in dealing with cases of misconduct on the part of recruiting kangarnies sent to India by individual planters." The truth is that any such agency must place the interests of its employers first and will almost inevitably be suspect of the public. The Draft Ordinance of 1920 contained a scheme for the appointment of an official

Controller of Immigrant labour, an Advisory Immigration Board and of licensed recruiters, who alone would have legal authority to recruit. (Compare recommendation 9.)

II.—ACTION TAKEN WITH THE ADVICE OF THE STANDING EMIGRATION COMMITTEE.

22. Meetings of the Standing Emigration Committee were held on the 19th, 20th and 21st June, 1922, to consider the terms on which emigration to Ceylon should be permitted. The recommendations made by the Committee at the meetings were communicated to the Ceylon Government in this Department letter No. 329, dated the 1st July 1922, a copy of which is attached (Appendix I). The reply of the Colonial Government is contained in their letter, dated the 27th July 1922, copy attached (Appendix II).

23. The Standing Emigration Committee met again on the 29th, 30th and 31st August, and the 2nd, 4th and 21st September, 1922, to consider the reply of the Colonial Government and to receive the deputation sent by that Government. In this Department letter No. 524-Emi., dated the 11th October 1922 (copy attached) (Appendix III), the suggestions made by the Committee were communicated to the Ceylon Government. The Colonial Government replied in their letter No. 26141, dated the 28th October 1922 (copy attached, Appendix IV), expressing their acquiescence in the conditions it was proposed to prescribe in the notification to be issued under section 10 of the Indian Emigration Act, 1922, and agreeing to appoint a Committee to enquire into the question of the fixation of a basic wage subject to a minimum, which was suggested by the Committee.

24. The conditions which it is proposed to embody in the Notification to be issued under section 10 of the Emigration Act, after consulting the Standing Emigration Committee and the Ceylon Government, have been laid on the table of both Chambers of the Legislature.

APPENDIX.

Statistics of comparison between a Ceylon Estate Cooly's cost of living and his earnings in cash.

RUBBER ESTATES.

Daily minimum wage.						Average No. of days worked per mensem.			Average monthly pay.						Average monthly extra earnings in addition to pay by overtime work on contract, etc., and from bonuses.						Total average monthly earnings.					
M.		W.		Ch.		M.	W.	Ch.	M.		W.		Ch.		M.		W.		Ch.		M.		W.		Ch.	
R.	C.	R.	C.	R.	C.				R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.
0	47	0	35	0	28	25	24	22	11	75	8	40	6	16	3	82	2	31	1	30	15	37	10	74	7	46

Statistics of comparison between a Ceylon Estate Cooly's cost of living and his earnings in cash.

TEA ESTATES.

Daily minimum wage.						Average No. of days worked per month.			Average monthly pay.						Average monthly extra earnings in addition to pay by overtime work on contracts, etc., and from bonuses.						Total average monthly earnings.						Cost of living per month.			
M.		W.		Ch.		M.	W.	Ch.	M.		W.		Ch.		M.		W.		Ch.		M.		W.		Ch.		For single adult.	For a family father, mother and 2 non-working children.		
R.	C.	R.	C.	R.	C.				R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.			R.	C.
0	51	0	29	0	22	28	23	22	9	48	6	88	4	84	2	87	2	42	1	27	12	30	8	80	6	11	8	25	17	50

Statistics of concessions over and above actual cash payments granted by Ceylon Estates to their Labour Force.

The Estate Labourer receives in addition to his Cash Earnings numerous allowances which appreciably lowers his cost of living. The following figures indicate approximately the cash value of the concessions granted by Estates to their Labour Force.

RICE.														Capitalised value of lines divided by No. of inhabitants.	RENT.						Medical aid cost of Medicine.						Total of columns 5, 7 and 8.						
Cost per Bushel.		Issue price per Bushel.		Loss per Bushel.		Consumption in bushels per mensem.				Amount under charged to coolies.					Uncharged value at 5 per cent. per annum.						Medical aid cost of Medicine.						Total of columns 5, 7 and 8.						
M.		W.		Ch.		M.		W.		Ch.		M.			W.		Ch.		M.		W.		Ch.		M.		W.		Ch.				
R.	C.	R.	C.	R.	C.	M.	C.	Ch.	R.	C.	R.	C.	R.		C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.	R.	C.		
7	23	6	05	1	18	1	1	1	1	18	0	89	0	59	90	0	38	0	38	0	38	0	50	0	50	0	50	2	06	1	77	1	47

It has been found impracticable to collect accurate statistics as to the cash value of the concessions which coolies almost invariably obtain in the form of free fuel, free issue of food to non-working children and a free cumbly or cloth. Such information as is available shows that it would be a distinctly conservative estimate if the pecuniary equivalent of these were reckoned as Rs. 2 (Fuel 25 cts. Rs. 1.50, cumbly or cloth 25 cts. per head per month).

In addition gardening plots, pasture lands and cash payments on ceremonial occasions, such as births, marriages, coming of age, deaths, and festivals are granted, free of charge to the labourers on practically all Estates.

Ceylon Bushel—19½ Madras Measures.
100 Ceylon cents=Rs. 1.

MEMORANDA PREPARED BY GOVERNMENT OF CEYLON.

(A) MEMORANDUM REGARDING THE RECRUITMENT OF LABOURERS IN INDIA AND THE WELFARE OF INDIAN LABOURERS IN CEYLON.

I.—Arrangements made for the recruitment of labourers in India.

1. *Recruiting Agents.*—The recruitment of fresh labour from South India for the tea and rubber estates of Ceylon is primarily carried out by the agents of the estates concerned, for the most part under the supervision of the Ceylon Labour Commission. The agent is in the majority of cases an employé of the estate, himself an Indian immigrant, usually a "kangany" or supervisor of labour. When additional labourers are needed, a recruiting kangany is supplied with funds or with an order on the Ceylon Labour Commission, and proceeds to South India, where he recruits, generally from his own district, the number required. In some cases the recruiter remains on the estate and remits money to his relations in India who do the recruiting for him. A third alternative—one which does not in general give satisfactory results—is the employment of professional recruiters. The Ceylon Labour Commission acting on the instructions of the Ceylon Planters' Association have, however, consistently discouraged the employment of professional recruiters.

2. *The Ceylon Labour Commission.*—The Ceylon Labour Commission was instituted in 1904. It has its headquarters at Trichinopoly and maintains Agencies in all the districts from which labour is recruited for Ceylon. It does not undertake direct recruiting. Its functions are to popularise emigration to Ceylon by making the conditions of life on Ceylon estates generally known, to supervise the recruiters sent from Ceylon, and generally to safeguard the interests of estates in the recruiting areas, and in particular to protect them from recruitment by misrepresentation. The Commission also makes payments to recruiters, by arrangement with the estates, to defray the initial cost of recruiting. The great majority of estates in Ceylon subscribe to the upkeep of the Commission and conduct their recruiting with its assistance. Between 85 and 90 per cent. of the Indian labourers who migrate to Ceylon for work on the estates are passed through the depôts of the Commission, where they are registered. The conditions on Ceylon estates are explained to all recruits, and only those who are suitable for estate work or their dependents are accepted. The Commission guards against kidnapping by insisting on proof of legitimate recruitment of minors by the personal attendance at the Agency of the parent or guardian, or by the production of a certificate from the Village Munsif that the consent of the parent or guardian has been obtained. In addition to supervising the recruitment of labourers the Commission assists in regulating and facilitating the return of emigrants to their homes. It is also enabled by means of its registers to answer enquiries made by relations of emigrants and to assist them to communicate with persons employed on estates in Ceylon.

3. *The Ceylon Government Camps.*—The final stage of the arrangements made in India for the recruitment of labour for Ceylon is under the direct control of the Ceylon Government. All immigrant labourers pass through one of the two quarantine camps maintained at Mandapam for the Dhanushkodi-Talaimanner route and at Tataparai for the Tuticorin-Colombo route.

4. *The cost of recruitment and the Tin-ticket System.*—The initial cost of recruitment generally takes the form of an advance to the intending emigrant. The advance is made by the recruiting kangany from funds supplied to him before leaving Ceylon by the estate, or drawn by him from an agency of the Ceylon Labour Commission. Subsequent expenses are reduced as far as possible by the co-operation of the Ceylon Government with the estates in the working of the "Tin-ticket system". Under this system each intending emigrant is provided by the recruiter with a tin disc serially numbered and also marked with the registered number of the estate to which he is proceeding. The ticket entitles the emigrant to subsistence and transport without any payment in cash from the time of his arrival at Mandapam or Tataparai up to the time of his arrival at the estate. The Ceylon Government bears half the cost

of maintenance during this period and the other half together with the transport charges are recovered by the Government from the estate concerned.

II. The Welfare of Indian Emigrants in Ceylon.

The following particulars are arranged under the headings contained in the Memorandum forwarded by His Excellency the Viceroy as indicating the points on which the Indian Legislature is likely to require information.

1. Political and Municipal rights of Emigrants in Ceylon.—So far as Municipal rights are concerned Indians are in the same position as Ceylonese, both as regards the right to vote and as regards the right to be elected or nominated as members of Municipal or other local bodies.

The position with regard to representation in the Legislature is as follows :—

Under the provisions of the Ceylon (Legislative Council) Order in Council, 1920, provision is made for the nomination of an Indian Member. No Indian can be registered as a Voter so long as the Indian Member is nominated, a disqualification which applies to Kandyans and Muhammadans so long as members are nominated to represent these latter communities.

If under section 19 of the Order in Council the Governor decides that the Indian Member is to be elected instead of being nominated then the rights of Indians become identical with those of other communities specially represented. If they register as communal voters, they can only vote for their communal representative and are ineligible as candidates for any other Electorate than their own. On the other hand, if they wish to do so they will be able to register on the list of voters for a territorial constituency and become eligible as candidates for any such constituency.

The Indian Member was provided for in the Order in Council with a view to ensuring that the Indian community in Ceylon should be represented in the Legislative Council by a member of their own nationality.

As far as this Government is concerned there would be no objection to abolishing this special representative and allowing Indians to fall into the General Electorate. But it is doubtful whether this change would be acceptable to the Indian community in Ceylon.

2. Any restrictions by means of passport regulations or by law on the immigration of other classes of Indians, e.g., traders, tourists, professional gentlemen, etc.—Passports are not required for the journey between India and Ceylon. There are no restrictions on the immigration of the classes mentioned or of any Indians as such. There are legal restrictions on the immigration of destitute and vicious persons and stowaways irrespective of nationality.

3. Arrangements for providing land for colonisation by the emigrants or for residence after certain time in the Colony.—The Ceylon Government has offered in the past, and is prepared to offer in the future, favourable terms to Indian emigrants who wish to settle on the tracts of fertile lands which are available for cultivation in the neighbourhood of large irrigation works. The difficulty hitherto has been to find emigrants of the cultivator class who are prepared to face the initial difficulties of preparing the land for cultivation. If this difficulty could be surmounted it would be greatly to the benefit not only of the emigrants, but also of this Colony.

4. The relations between employers and employed with special reference to the limitations in the power of the emigrant to enter into long-term contracts.—The employment of Indian immigrant labourers is almost invariably on the basis of a monthly contract of service, renewable from month to month, and taken to be so renewed unless one month's notice is given by either party of the intention to determine the contract [see section 3 of Ordinance No. 11 of 1865, and (for Estate Labourers) section 5 of Ordinance No. 13 of 1889]. The law also provides (see section 7 of Ordinance No. 11 of 1865) that contracts for service for periods in excess of one month and up to a limit of 3 years must, in

order to be valid, be expressed in writing and signed and acknowledged in the presence of a Police Magistrate, Justice of the Peace, or other persons specially authorised for the purpose. It is the duty of this official to see that the contract is fully explained to both parties and to certify that they fully understand its terms. The only exception to the limit of 3 years mentioned above is in the case of contracts for service in Government Departments. Such contracts, if formally executed, may extend to a period of five years (*see* section 8 of Ordinance No. 11 of 1865).

5. *The cancellation of outstanding indentures.*—There is no system of indentured labour in Ceylon.

6. *The scale of wages in relation to the cost of living, the minimum wage, and the arrangements for its periodical revision.*—There is no minimum wage, fixed by law. The rates of wages have increased steadily in recent years.

In the case of estate labourers the rise in cost of living is to a great extent directly borne by the employer, inasmuch as the labourer is provided with free fuel, free housing accommodation, free medicine and medical attendance, food at a fixed price well below cost price, in some cases free clothing or clothing at reduced prices, freedom from rates and taxes, and free garden plots. It may be mentioned in addition that in many cases women receive a present in cash and free rice for 4 weeks at confinement. Children of estate labourers are educated free of charge and are very generally allowed a considerable amount of free food.

7. *Housing arrangements for cooly immigrants.*—Indian immigrant coolies are housed in lines which are provided by the employer, and which vary in construction according to climate and situation.

A family of 4 persons will usually occupy a room 10 feet by 12 feet with a verandah 10 feet by 6 feet. The lines are inspected by the sanitary authorities, and provision has been made that in future all new cooly lines are to be constructed in accordance with type plans provided by the Medical Department.

It was noted in the report of Messrs. Marjoribanks and Marakkayar (part I, paragraph 45) that the housing accommodation and the cleanliness of the surroundings of Ceylon estate cooly lines compare favourably with the quarters in a Madras village occupied by persons of the classes comprising the estate labour population.

8. *Provision of garden plots for the use of emigrants working as agricultural labourers.*—Garden plots are provided free of charge by the estates for the use of the labourers.

9. *Medical arrangements on the estates on which cooly emigrants are employed.*—There are 54 Government District Hospitals in the planting areas, with accommodation for 4,500 patients. These hospitals are staffed with qualified medical officers, nurses and attendants. In addition to the out-door department attached to each hospital there are 81 Government out-door dispensaries. Every estate is scheduled to the nearest Government hospital and dispensary for its medical wants. There are, besides these, 63 hospitals built, staffed and maintained by the estate proprietors as well as 471 estate dispensaries similarly maintained by the estate proprietors. The provision of medical facilities by the estates is encouraged by the payment of a rebate of the export duties on produce in proportion to the adequacy of the provision. The estate hospitals and dispensaries are periodically inspected by officers of the Medical Department. The organisation of estate Medical Districts, the duties of Government Medical Officers in relation to the estates in their districts, and the duties of Superintendents of Estates with regard to the maintenance of sanitary conditions and the medical needs of the labourers on the estate are laid down by law (*see* annexed copies of Ordinances 9 of 1912 and 10 of 1912).

As stated in paragraph 6 above the labourer is not charged for medicines or medical attendance.

10. *Conditions of repatriation*—There is no legal provision for repatriation, but coolies who wish to return to their homes permanently are in many cases assisted by their employers and by the Ceylon Labour Commission in South India.

Experience, however, has shown that few coolies leave Ceylon with the intention of returning permanently to India. In most cases they are desirous merely of paying a short visit to their villages in India with the intention of returning to estates on which they have been employed in Ceylon.

11. *Validation of marriages regularly contracted by Indians in the Colony.*—Marriages contracted by Indians according to the provisions of their personal law are recognised as valid in Ceylon. Indians, who are not Mahomedans, can marry under the General Marriage Law No. 19 of 1907. Marriage of Mahomedans comes under Ordinance No. 8 of 1886.

12. *Educational facilities*—Special provision for the education of children of Indian estate labourers is made by law. It is the duty of the Superintendent of every estate to provide for the education of the children of the labourers employed on the estate between the ages of six and ten, and to set apart and keep in repair a suitable schoolroom.

13. *Regular service of steamers between India and the Colony.*—There is a regular daily service of steamers between Dhanushkodi and Talaimannar. There is also a bi-weekly service between Tuticorin and Colombo.

14. *Percentage of males to females recruited from India.*—The percentage of males to females among Indian labourers and their families on the estates is approximately 107.

Indian immigrant labourers usually arrive with their families or send for them after they have settled down.

15. *Arrangements for quarantine in the Colony and for the maintenance of emigrant so long as they are detained in quarantine.*—Quarantine does not take place in the Colony, but in India, at the Mandapam and Tataparai camps. The arrangements for the maintenance of immigrant estate labourers during the period of quarantine and the subsequent journey are referred to above in the description of the "Tin-ticket" system. Other persons occupying the camps pay at cost price for the food supplied to them. No other charge is made.

16. *Attitude of the Indian community resident in the Colony towards fresh emigration from India.*—There is no opposition on the part of the Indian community in Ceylon to fresh emigration from India. Practically all the recruiting of fresh labour is done by Indians resident in Ceylon, who proceed to India for the purpose. The use of professional recruiters is discouraged as far as possible by the Ceylon Labour Commission, since it has been found that the best and most reliable recruiter is an emissary from the estate to which the coolies are to be sent.

17. *A summary of labour laws in force with special reference to penal clauses in those laws and to necessity for retention of these clauses.*—Copies of Ordinances Nos. 11 of 1865, 13 of 1889 and 41 of 1916 are annexed.

It is the intention of the Government to introduce at an early date a Bill to abolish the following penal provisions:—

	<i>Extent of repeal.</i>
Ordinance No. 11 of 1865.	Sections 11, 12, 14, 21, 23 and 24.
Ordinance No. 13 of 1889.	Sections 4-A and sub-section 7 of section 6.
Ordinance No. 41 of 1916.	The whole Ordinance.

The following is the Statement of Objects and Reasons to be published with the Bill:—

"Under Ordinance No. 11 of 1865 and Ordinance No. 13 of 1889 provision is made for criminal proceedings being taken against both employers and employed in respect of certain breaches of contracts of hire and service. It is thought that a penal sanction should no longer be attached to such breaches, but that aggrieved parties should be left to their civil remedies. This object is sought to be attained by this Bill."

(B) MEMORANDUM ON THE TUNDU.

The "*tundu*" is a document containing a contract to pay off a certain number of labourers upon receipt of their debts, and was originated to facilitate the transfer of labourers from one estate of employer to another, and strictly as such it was a perfectly harmless and most useful instrument.

The amount of debt appearing on the "*tundu*" is the amount of advances due by the kangany and his coolies to the estate. These advances were originally confined to the expenses incurred by the estate in recruiting the coolies from India, and were composed of the travelling expenses of the coolies to Ceylon and sundry amounts paid in settlement of their debts in their villages to enable them to emigrate. Later, all travelling expenses were paid by the estate, but in advances were included various payments for marriages, funerals, etc., and for the settlement of debts incurred by the kangany and his coolies in the local native shops.

The demand for coolies increased in keeping with the large extensions which were undertaken first to the area under tea and later rubber, and advances were correspondingly higher.

The "*tundu*" then became the means of exacting higher advances, Superintendents of Estates being offered the alternative of paying out more advances, or of giving a "*tundu*". This may be regarded as the first abuse of the "*tundu*" in that it encouraged the kanganies and coolies to run up extravagant debts. The common cause of the demand for advances was the Boutique-keepers or local native shop-keepers with whom the kanganies had contracted debts to the limit of their credit; the kangany had accordingly to move himself and his coolies to a more confiding locality unless his employer was prepared to settle these debts.

Thus the second abuse crept in, *viz.*, Sillari debts, or debts, over and above the amount on the "*tundu*" which latter was the amount of advances due to the paying off estate.

The kangany then proceeded to hawk his "*tundu*" round the country until he founded Superintendent whose needs for labour was such that he could afford to pay the amount named on the "*tundu*", *plus* Sillari or extra money. Now it is a fact that the better kanganies with old established connections have not taken advantage of the facilities the "*tundu*" offered to extract money from their employers, but have remained on their old estate and kept their coolies together, while their less scrupulous brethren have moved from estate to estate piling up debts and have forced their coolies often against their wishes to accompany them; the former class of kangany is the "solvent" kangany whose coolies own him more than he has asked from the estate as advances, and the latter are the insolvent kanganies who are in the opposite position.

It is the custom of these kanganies to ask as "Sillari" not merely the "*tundu*" debt *plus* the amount due to local tradesmen, but a further and additional sum for their own requirements wherewith to settle the bribes offered by them to their coolies for consenting to move, and to leave something over for themselves; the coolies seldom receive the amounts promised, and the kanganies thus pile up a big debt on their own account.

The Superintendent's position is not an enviable one; he has, if he is the paying off Superintendent, to decide whether he will give way and pay the kangany more advances (which his Proprietor may not be able to afford) and thus encourage other kanganies on the estate to demand like advances, or whether he will lose his coolies by refusing the advances, and further whether he will refuse the "*tundu*" and risk the coolies giving him "notice," which means leaving without paying their debts. The on-taking Superintendent requires labour to harvest his crop, or to put through a big extension, or to bring a young estate into bearing and considers the experienced labour worth the money. Less harm would be done did the cooly receive the extra amounts paid, but unfortunately this money generally finds its way into the kangany's pocket.

Thus the "tundu" has developed into an instrument for the extraction of money from estates to the detriment of the cooly who, not only does not benefit by the cash extracted by his kangany, but actually loses many days' pay and has to quit his home on a healthy estate for a new abode which may not be so healthy and where his pay is at any rate no better. The estates in the meanwhile are losing not only large sums of money paid out as advances, for which no interest is charged, but also the work of the thousands of coolies who are continually moving from one estate to another.

It is thought that were the "tundu" suppressed, coolies would be in a better position to exercise their individual wishes as to whether they accompany their kangany or not while the kangany would be deprived of the only security he has to offer the on-taking Superintendent for the money demanded.

(C) A SHORT SUMMARY OF THE HISTORY OF THE "COAST ADVANCE."

There are no records, so far as the Committee is aware, of the arrival of the first emigrants from India for agricultural works, but there is little doubt that Tamil agricultural labourers have worked in Ceylon from very early times.

In the early days of coffee, the pioneers of that industry went over to South India to obtain Tamil labour for the opening up and working of their estates. In the course of time, regular "connections" with the Tamil districts in South India were established. Labourers came over to Ceylon to take in the spring crop of coffee, and either returned to their own country later on in the year, or remained in Ceylon for two or three years before re-visiting their homes. As the number of labourers required after the crop had been gathered was fairly constant, the system resulted in a stable connection between the estates and certain villages in South India. In course of time certain favourite estate or popular Superintendents accumulated larger labour forces than they actually required, whereupon it was decided to lend or place the labour on estates which were short. To enable him to do this, the Superintendents let it be known among his neighbours that he had more labourers than he wanted, and that if any estate paid him the cost of bringing them over from South India, including any advances made to the kangany, he would be prepared to pass them on. The arrangement was that the on-taking Superintendent should take over the actual amount of these advances, to be recovered from the individual labourers later, the maximum advances per head being limited to 10 shillings.

Later on it became the custom on a great majority of estates to recover, at the end of the financial year, all advances given out earlier in the season. Then early in the new season fresh advances were given out to the kanganies for recruiting labour (from the Coast only) this amount being again recovered by or before the end of the season. With the rapid increase in the demand for labour, however, during the last 20 years, this custom had perforce to cease. Such was the origin of the so-called "tundu system".

This system worked quite satisfactorily through the coffee-cinchona periods and in the early days of tea, but when the tea boom came in 1894-95 large tracts of land owned by Companies were opened, and to get labour monetary inducement were offered to kanganies on old-established estates to move their labour to these new lands. Thus began the abuse of the Tundu system, and from that time to the present, with a few intervals when times were bad and money scarce, this abuse has grown until it is a millstone round the neck of the estate, the Superintendent, the kangany, and the labourer.

Appendix I.

No. 329-R. A., dated Simla, the 1st July 1922.

To—The Hon'ble the Colonial Secretary to the Government of Ceylon, Colombo.

I am directed to refer to the correspondence ending with my letter No. 54-R. A., dated the 31st January 1922 (page 4 of correspondence), regarding the legalisation of the future emigration of Indian labourers to Ceylon.

2. The Government of India have placed copies of the memoranda, forwarded by you, regarding the tundu and the recruitment of labourers in India and the welfare of Indian labourers in Ceylon, together with the connected papers, before the Emigration Committee. As a result of their consideration they have recommended to the Government of India that the following terms and conditions should be specified under section 10 of the Indian Emigration Act of 1922 :—

- (1) All Kanganies and other recruiters of labour shall be licensed by an independent Emigration Commissioner appointed by the Government of Ceylon and be responsible to him.
- (2) No emigrant within the meaning of the Act shall proceed to Ceylon unless recruited through an officially licensed agent.
- (3) Contracts, whether oral or written, executed either in Ceylon or in India for a period exceeding one month shall be prohibited by law.
- (4) The entire cost of recruitment, subsistence and transport to the estate of destination shall be borne by a common fund managed by the Colonial Government. No part of such cost shall be recoverable from the emigrants.
- (5) The Ceylon Government should agree to accept an Emigration Agent of the Government of India in Ceylon, appointed under section 7 of the Act if so desired.
- (6) The Ceylon Government or the Planter's Association shall, on the recommendation of the Agent of the Government of India, repatriate, free of cost, any assisted emigrant who may, on reasonable grounds such as ill-health, unsuitability of work or ill-treatment, demand repatriation within one year of his arrival in the island. Pending the appointment of the Agent an officer of the Ceylon Government should exercise this power.
- (7) Payments made by recruiters to emigrants recruited in India to enable them to pay off their debts shall not be recoverable from such emigrants either in Ceylon or in India.
- (8) The Ceylon Government shall furnish such periodical reports and returns as may be required from time to time by the Government of India regarding the recruitment in India and the welfare of the Indian emigrants in the Colony.

Before proceeding further with these proposals, the Government of India invite an expression of the views of the Colonial Government regarding them.

3. Apart from the conditions which will be embodied in a formal notification under section 10 of the Act, I am to suggest that steps may be taken by the Ceylon Government to satisfy themselves that no estate makes any profit on the supply of rice to its labourers. I am also to enquire whether the Colonial Government would have any objection to fixing the minimum age below which children should not be employed as labourers at 10 years. In this connection, I am to invite a reference to clause 36 of the Draft Immigrant Labourers Ordinance, 1920 (A. Emig., November 1920, Nos. 132—143).

4. With reference to paragraph II (1) of the memorandum prepared by the Ceylon Government, dealing with the political and municipal rights of emigrants in Ceylon, the Government of India would be glad to be informed what are the views of the Indian community on the question of the election of a representative on the Legislative Council, and, if election is conceded, what are the qualifications required of a voter, and what is the approximate number of Indians who would become enfranchised. I am also to ask whether the Colonial Government consider that it would be possible to secure adequate and effective representation for Indians on an electoral basis. The Emigration Committee expressed the opinion that on general grounds it was desirable that the Indian population should register on the list of voters for territorial constituency. The Government of India would be glad to be supplied with a copy of the Ceylon (Legislative Council) Order in Council, 1920.

5. The Government of India would be obliged if information on the following points could also be furnished :—

- (a) The steps taken or proposed to be taken either for encouraging or making compulsory education among the children of Indian emigrants ;
- (b) What are now the average wages payable on tea and rubber estates in Ceylon and what are the views of the Colonial Government regarding the fixation of a minimum wage ;
- (c) What is the present cost of living for an Indian labourer in Ceylon.

6. I am to add that the Standing Emigration Committee will meet again on the 29th August. It would be convenient therefore if the reply of the Ceylon Government reaches the Government of India by the beginning of August. The Government of India will welcome any deputation which the Colonial Government may desire to send to represent their views before the next meeting of the Committee.

Appendix II.

Letter, dated Colombo, the 27th July 1922.

From—The Colonial Secretary, Ceylon,

To—The Secretary to the Government of India, Department of Revenue and Agriculture.

I am directed to acknowledge receipt of your letter No. 329-R. A of the ^{1st}/_{8rd} July 1922, inviting an expression of the views of this Government regarding the proposals submitted to the Government of India by the Emigration Committee.

2. I may at once state that this Government sees little difficulty in the practical application of conditions 3 to 8 referred to in paragraph 2 of your letter in so far as the estate labour force is concerned. The application of condition 4 with regard to a general fund would, however, lead to difficulties and possibly harshness in the case of emigrants other than those recruited for work on estates.

3. As you are aware, it was originally the intention of this Government, on representations received, to endeavour by administrative and legislative methods to protect and secure the well-being of Indian immigrants into Ceylon. A scheme was prepared in 1918 which would have secured the complete official control of all immigrant labour and an Ordinance was prepared to give it legal effect. The difficulties inherent to the establishment of such a system applicable to the large number of individuals forming the bulk of the passenger traffic between Ceylon and India were, however, so great that inevitable delay ensued. Meanwhile the political developments both in the Indian Peninsula and in this Island progressed apace and after full consideration of the milder liberalising tendencies amongst all classes in both countries it appeared to this Government that any action tending to increase bureaucratic control of the individual must be reactionary in its effect.

4. The policy which has therefore been adopted is to free the immigrant labourer from any penalising or restrictive legislative bonds and to endeavour to increase his self-respect and independence, while safeguarding his welfare by means of a Government inspection before embarkation and in Ceylon—to be precise, instead of adopting a system of official licensed recruiters it has been the policy of this Government to stand between the recruiting agency or the employer and the immigrant. Circumstances governing immigration have rendered this easy. Both at Mandapam and at Tataparai emigrants of the labouring classes are detained for purposes of quarantine. Once in the Camp, they are entirely free from the control and out of the power of the recruiting agency. They are examined and constantly visited by medical officers—members of the Ceylon Government Medical Department—who personally inquire into their circumstances. Not only are they at liberty to leave the Camp when they please but they actually do so. I enclose two returns—one the last received and the other taken at random some years ago—from which it will be seen that the mere change of mind on the part of the emigrant is sufficient to secure his discharge from the Camp.

5. In Ceylon, as you are aware from Mr. Marjoribanks' report and other communications, the life of the coolie on the estates is one to which exception, except on economic grounds has never been taken; but in order to make sure that the favourable conditions with regard to housing, sanitary accommodation, hospital facilities, etc., are equally provided on all estates, an inspectorate has been established consisting of a body of senior Medical Officers who visit all the estates in the Island and make the necessary recommendations on all matters which are necessary to secure the health and good treatment of the coolie.

6. Apart from the indigenous Tamil and the estate population, however, amongst 'emigrants' as defined in the Indian Emigration Act are included a large proportion of the 109,000 Indian Tamils and 33,000 Indian Mohammedans now resident in Ceylon outside estates. Many of these would be subject to the regulations proposed whether as skilled labourers, shop assistants, domestic servants, etc., or as forming part of the body of 7,000 or 8,000 labourers employed in the Colombo Harbour and about 11,000 employed in the Public Works Department: these men come over to Ceylon as ordinary passengers and are usually recruited not by any organisation but by relatives or employers direct.

7. From a practical administrative point of view this portion of the immigrant population is much more important than these totals would indicate. The returns of daily traffic between India and Ceylon *via* Dhanushkodi and of the bi-weekly traffic *via* Tuticorin show that the number of these classes travelling exceeds the traffic among estate coolies coming to or leaving the Island. The third class passenger traffic during the last year was, *via* Dhanushkodi 52,132 and *via* Tuticorin 30,635, a total of 82,767 or a daily average of over 225, while the total number of estate coolies during the same period was only 25,496.

The return traffic during 1921 *via* Dhanushkodi was 23,500 estate coolies and 76,000 miscellaneous and *via* Tuticorin 27,591 or a gross daily average of 318 inclusive of estate coolies.

8. A large proportion of these travellers are "assisted" but it would be difficult, if not impossible, without a dilatory inquiry, to prove which of them in reality come under the definition of "emigrant" in the Act and which do not. A further difficulty which is common to estate labourers as well as to this class of traveller is the fact that persons who have resided five years in Ceylon and their wives and children will be exempt from the regulations. In order to enforce the regulations it would therefore be necessary to hold a local inquiry to establish in each case the fact that the traveller was or was not being "assisted" and that the person by whom he was "assisted" was or was not a relative and further that he had or had not resided in Ceylon for five years. It is thus clearly apparent that the rules are not suitable for dealing with a constant stream of traffic such as exists between South India and Ceylon.

I would further submit that the rules are likely to prove harassing and detrimental to the interests of the population of South India. They are in effect opposed to the policy adopted by the Government of India when it sanctioned the inauguration of the Dhanushkodi route in order to promote intercourse with Ceylon, and are in no way calculated to effect any improvement on the present system.

9. As stated by Mr. Marjoribanks in paragraph 16 *et seq.* of his report the system of recruitment still in force is in origin patriarchal and is still based on ties of family and relationships and local association, and although in the course of time certain abuses of an economic nature have developed no criticism has ever been made of the system itself.

The present proposal that all recruiters of labour should be licensed by a Government Immigration Commissioner and that *no emigrant should proceed to Ceylon unless recruited through an officially licensed agent* would in effect bring into existence professional recruiters—a system the evils of which the Government of India itself has in public utterances previously stigmatised.

10. Although not mentioned in the terms of your letter, I am informed that it is further proposed that, "every intending emigrant should be produced before a Magistrate prior to despatch to the port of embarkation" (draft rule 27). The wording of this rule contemplates a state of affairs totally different to the real nature of the intercourse between the South of India and Ceylon. Were the system of recruiting in existence one in which professional recruiters collect gangs for despatch like slaves to a port of embarkation such a rule might be a necessary safeguard. But the facts are otherwise. The only recruiting agency in existence as regards Ceylon is little more than an agency for providing the funds to cover the necessary expenses to enable the intending emigrant to travel to Ceylon. His freedom is at no time in danger. While therefore these rules appear unnecessary in the case of so-called domestic recruiting by kanganies for estates, they would also be harassing and inevitably lead to abuse in the case of the large numbers who are "assisted" by individual employers to cross to Ceylon for employment other than estate labour.

11. By Ordinance No. 43 of 1921—the enactment of which was owing to various difficulties unfortunately delayed till the month of December last, the 'tundu' has been abolished and since then estates have taken over the liabilities of their coolies to kanganies—the complete economic freedom of the estate labourer has thereby been secured. At the same time the penal provisions of the Labour Ordinance have been repealed and the cooly has fully realised his changed position. During the last months there has been much movement on estates amongst the coolies testing their new-found freedom, but now that they are satisfied that they are free to leave the estate when they will they have settled down again and have in almost every case returned to their original employers.

The improvement in their status has been fully realised in South India and coolies are coming over freely to work on estates. The officers of this Government in charge of the Quarantine Camp at Mandapam inform me that the cheerful demeanour of the emigrants is noticeable and this feature has also been remarked upon by Indian visitors to the Camp—copies of whose entries in the Visitors' Book are hereto annexed. These are signs that the policy adopted is right.

12. I am therefore directed to state that His Excellency the Governor trusts that the Government of India will abandon or at least defer the enforcement of these rules with regard to Ceylon until the matter has been further considered. His Excellency is convinced that it is in the interests both of South India and of Ceylon that all checks to the free intercourse between the two countries should be reduced to a minimum, and he is satisfied that the well-being of the cooly is more likely to be secured by an independent check exercised by this Government at Mandapam and on estates than by any bureaucratic methods of a restrictive nature.

13. This Government would, however, gladly agree to accept an Emigration Agent of the Government of India in Ceylon, if they so desire, or the presence of a Magistrate or other supervising officer at Mandapam, but would deprecate the enforcement of the rules referred to with regard to the licensing of recruiters, the prohibition of emigration unless the emigrant be recruited by an officially licensed agent, and the requirement as to the production before a Magistrate in the emigrant's place of origin, and trusts that the Government of India will be willing either to abandon these proposals or in any case to continue the exemption of Ceylon from the provisions of the Act for another year so as to allow full time for discussion and consideration of the various interests involved.

14. With regard to the other points raised in your letter I am to inform you with reference to paragraph 3 that this Government is entirely satisfied that no estate makes any profit on the sale of rice—so far from this being the case most estates if not all have incurred heavy loss for some years past in continuing to supply rice to their labourers at rates which are far below the current prices.

15. With regard to the question of minimum age this Government also sees no objection to prohibiting the employment of children under 10 years of age.

16. As regards paragraph 4 dealing with the political and municipal rights of immigrants in Ceylon, I am to inform you that the Ceylon Indian Association in December 1921 asked for four elected members. This number is excessive as compared with the numbers allowed to other communities. It is besides difficult, if not impossible, to follow the electoral principle in dealing with a community scattered as is the Indian community, the majority of whom necessarily lack either literary or property qualification for the franchise. The Indian community is therefore represented in the present Council on a communal basis by a nominated Member and, although it is possible that in the approaching re-allotment of seats this representation may be increased, it does not appear possible to devise any method by which this or any other community will be able to share the privileges of territorial representation as well as communal. I enclose a copy of the Order in Council of 1920.

As regards the municipal franchise members of the resident Indian community enjoy equally all the privileges of the indigenous population and they are entitled, if elected, to hold seats on local municipal bodies.

17. With regard to paragraph 5 of your letter under reply, the education of children of Indian immigrants on estates is the subject of Part V of Ordinance No. 8 of 1907 and Part V of Ordinance No. 1 of 1920 which will shortly be brought into force—copies of these

See Appendix IV.

Ordinances are enclosed. As you will see, provision is made for the inspection of estate schools and the use of a common school by two or more estates, and power is given to Government to deal with cases in which no provision is made by making such provision at the expense of the estate. I may state, however, that there has not been a single case in which the Department of Education has had to take action to provide a school at the expense of the estate because the Estate Superintendent had failed to do so.

18. The average monthly earning including piece-work and overtime are approximately as follows:—

	Rubber.	Tea.
	Rs.	Rs.
Man	16 to 20	12 to 16
Woman	10 to 12	10 to 12
Working child	6 to 8	6 to 8

In addition, estate labourers are given free fuel, housing, gardens, medicine and medical attention, education, while they are exempt from poll tax and are allowed reduced railway fares. Coolies employed in the Colombo Harbour earn Rs. 1/25 on an average per diem

19. As regards a minimum wage this Government is not in favour of introducing such a principle as there is no doubt that it would tend to deprive the cooly of the benefit of the higher wages which he earns at times of good crops or scarcity of labour. The cost of living of a family consisting of a man, wife and two children is approximately Rs. 17 a month for bazar stuffs and rice. This, of course, excludes cost of cloths, expenditure on festivals, etc.

20. This Government greatly appreciates the opportunity given for the discussion of the proposed provisions but is unfortunately unable to send an officer of Government to Simla at so short notice. It has, however, authorised a deputation, consisting of Messrs. F. A. Hayley, E. C. Villiers and Major H. Scoble Nicholson and possibly one other, to represent their views before the next meeting of the Emigration Committee as suggested and trusts that before any interference with the existing state of affairs is approved full opportunity may be given to this Government of representing matters further to the Government of India.

Statement of Refused Coolies for the month of December 1915.

Date.	Names of Recruiters.	Village.	Estate No.	No. RECRUITED.					Total.	No. REFUSED.					Total.	REMARKS.
				M.	W.	B.	G.	Inf.		M.	W.	B.	G.	Inf.		
2nd December 1915	Balaji Singh	Kuppan	Y 103	1	...	...	...	...	1	1	...	...	...	...	1	Kangany said he was going with him to the Estate and did not, so he was afraid to go alone (C. L. C.).
2nd December 1915	Manikkam	Tanjore	D 89	2	...	...	...	...	2	1	...	...	...	...	1	Suffering badly from ulcers and said he would return to his village for treatment (C. L. C.).
7th December 1915	Gurusamy	Pudukottai	W 226	2	...	...	...	...	2	2	...	...	...	...	2	Bolted from their parents and now feel they have done wrong (C. L. C.).
5th December 1915	Valos	Palghat	Y 95	8	...	...	...	...	8	1	...	...	...	...	1	Refused on feeling more sickly than usual (C. L. C.).
5th December 1915	Periasamy	Madura	C 496	2	...	...	...	...	2	1	...	...	...	...	1	Had a row with his wife and now thinks she will be repentant (C. L. C.).
5th December 1915	Abdulkany	Palghat	W 207	5	...	...	...	...	5	2	...	...	...	...	2	Understood they were going to Colombo (C. L. C.).
4th December 1915	Pasannan	Erode	W 207	5	2	...	...	...	7	1	...	...	...	...	1	Afraid to cross the sea (C. L. C.).
8th December 1915	Doraisamy	Gudiatham	C 448	17	4	1	...	...	22	1	...	...	...	...	1	Usual row at home (C. L. C.).
9th December 1915	Suppan	Tiruvayar	W 197	6	3	...	2	...	11	6	3	...	...	2	11	Understood they were going to estate Z 28 and find out here it is W 197.

Statement of Refused Coolies for the month of December 1915.

Date.	Names of Recruiters.	Village.	Estate No.	No. RECRUITED.					Total.	No. REFUSED.					Total.	REMARKS.
				M.	W.	B.	G.	Inf.		M.	W.	B.	G.	Inf.		
21st December 1915	S. Pappoo reddy	Ramaripertai	D 106	2	...	...	...	...	2	2	...	...	...	...	2	No reason could be elicited (C. L. C.).
25th December 1915	Sinnathevan	Tirumangalam	B 6	2	...	..	...	...	2	1	...	...	...	...	1	The other cooly of the gang was claimed and this man refused to proceed alone (C. L. C.).
30th December 1915	Ramaamy	Dharapuram	W 99	2	1	..	...	1	4	1	1	...	...	...	2	The infant of the woman was rejected by the M. O., and they both therefore refused (C. L. C.).
28th December 1915	Kalingam	Tirumangalam	E 40	1	1	...	...	...	2	1	1	...	...	...	2	Homesick.
20th December 1915	Valayntham	Kuriachipady	W 88	2	3	..	...	...	5	1	2	...	...	...	3	Promised to be taken to Colombo (C. L. C.).
24th December 1915	Veeran	Ramnad	C 450	1	1	...	...	...	2	...	1	...	...	...	1	Refused on Kangany not accompanying her to the estate.
30th December 1915	Sinniah	Karur	Z 20	2	3	...	1	3	9	2	2	...	1	3	8	Had been promised R10 per head, which was not forthcoming (C. L. C.).
25th December 1915	Kannan	Palghat	Y 23	11	...	...	...	...	11	10	..	...	...	...	10	Told they were going to Colombo (C. L. C.).
25th December 1915	Owanthan	Trichy	E 126	2	...	...	...	...	2	1	...	...	...	...	1	Afraid to cross the sea (C. L. C.).
25th December 1915	Marimuthu	Trichy	B 60	3	...	...	...	...	3	2	...	...	...	...	2	Afraid to cross the sea (C. L. C.).
30th December 1915	Udayannan	Palani	C 426	1	1	...	...	...	2	...	1	...	...	...	1	Her husband died in the camp hospital and she returned to her own people (C. L. C.).
		Total	...	...	...	...	...	...	...	...	...	...	...	...	85	

5th December 1915	Muthugodu	Bellary	B 87	3	...	...	...	...	3	2	...	...	...	...	2	Were under hospital treatment here and on discharge refused to proceed (C. L. C.).
10th December 1915	Vellaisamy	Araankudaj	Z 158	4	2	...	...	...	6	1	...	...	...	...	1	Was told he was going to Estate on which his lost daughter was, but doubted this on arrival here (C. L. C.).
11th December 1915	Andy	Madras	W 92	8	2	...	...	...	10	2	1	...	...	1	4	Thought they were going to Colombo (C. L. C.).
11th December 1915	Vyapury	Chinglepet	C 214	8	1	...	...	...	9	4	1	...	...	...	5	Afraid to cross the sea (C. L. C.).
11th December 1915	Arunasalam	Aranthanky	W 202	15	3	...	...	...	18	1	1	...	...	...	2	Came willingly but afraid to proceed further (C. L. C.).
12th December 1915	Thangavole	North Arcot	D 230	8	2	...	...	...	10	3	2	...	...	1	6	Afraid to cross the sea (C. L. C.).
15th December 1915	Rengan	Annavillay	D 250	4	2	...	1	1	8	1	...	...	1	1	3	The girl was rejected by the Medical Officer and other two consequently refused (C. L. C.).
15th December 1915	Samy Ayah	Pudukotti	C 102	3	...	...	...	...	3	1	...	...	...	...	1	Refused to cross the sea (C. L. C.).
17th December 1915	Muthusamy	Ramnad	C 174	3	...	1	...	...	4	...	...	1	...	...	1	He refused as his father, who was also in the gang, was sent back at request of the Estate Superintendent (C. L. C.).
20th December 1915	Naloo	Musiri	W 106	2	...	...	...	...	2	2	...	...	...	...	2	They seemed to be insane and did not give sensible replies (C. L. C.).
21st December 1915	Raman	Bellary	C 868	6	...	...	...	...	6	1	...	...	...	...	1	Too unwell to do Estate work (C. L. C.).
22nd December 1915	Nadasan	Arkonam	E 80	7	3	...	1	...	11	...	1	...	1	...	2	Mother and daughter had bolted, husband of former in village (C. L. C.).
19th December 1915	Raman	Kallakudy	D 241	1	1	...	...	...	2	...	1	...	...	...	1	No reason forthcoming (C. L. C.).

Statement of Coolies sent back to their Villages during June 1922.

Date of arrival.	Recruiters' Name.	Taluk.	Estate letter and No.	C. L. C., N. C. L. C., T. T. or N. T. T.	NO. RECRUITED.						Refused for reasons independent of recruiting.	Rejected or refused for reasons showing improper recruiting.	REMARKS.
					M.	W.	B.	G.	Inf.	Total.			
1st June 1922	Velan	Arantangi	W 116	C. T. T.	1	1	...	...	...	2	Pitohan and Podisal Mutti.	...	Pitohan refused at his father's request. His wife accompanied him, 4th June 1922. Taken by the Police for enquiry at Trichinopoly, 7th June 1922.
4th June 1922	Muttiah	Kulitalai	C 971	Do.	2	2	...	...	1	5	Muttiah (m)	...	
7th June 1922	Sinniah	Patukotai	W 175	Do.	2	1	...	...	...	3	Angamma (f)	Kannusamy (m).	Rejected by M. O. for anaesthetic leprosy. Consequently his wife Angamma accompanied him, 8th June 1922. Returned for further recruiting, 8th June 1922.
4th June 1922	Perumal	Arantangi.	W 128	Do.	2	2	2	3	2	11	Sinniah (m)	Sellammah (f)	
4th June 1922	Ponnambalam	Athur	B 95	Do.	1	...	...	...	...	1	Kuppasamy (child)	...	Rejected by M. O. for anaemia due to Anchylostomiasis, 18th June 1922. So her son accompanied her.
9th June 1922	S. Kathirvale	Kumbakonam	W 129	Do.	4	...	...	1	...	5	Ponnambalam	...	Sent back at the request of A. C. L. C., 9th June 1922.
6th June 1922	Christian	Trivandrum	D 186	Do.	23	...	1	...	...	24	Velupillai	Sinniah (m)	Rejected by M. O. for anaemia due to Anchylostomiasis, 10th June 1922.
11th June 1922	Kamatchy	Lalgudi	Y 92	Do.	3	4	...	...	1	8	Papathy (f)	...	Sent back at the request of A. C. L. C., 10th June 1922.
10th June 1922	Palaniandy	Negapatam	W 220	Do.	7	...	...	...	...	7	Mariaie (f) and Sinnamma (Inf.)	Mariaie	Refused to proceed at her father's request 13th June 1922.
14th June 1922	Parameswaran	Travancore	W 4	Do.	1	...	...	...	...	1	Ratnam	...	Refused at her mother's request and her infant accompanied her, 13th June 1922.
11th June 1922	Periasamy	Dindigul	B 95	Do.	1	...	...	...	...	1	Parameswaran	...	Refused to proceed to the estate and desired to return home, 13th June 1922.
14th June 1922	Thilacanno	Tanjore	C 265	N. C. T. T.	1	...	...	...	...	1	Periasamy	...	Refused to proceed and desired to return home, 14th June 1922.
15th June 1922	Valayutham	Aranthangi	C 340	C. T. T.	2	1	...	...	...	3	Thilacanno	...	Sent back at the request of Estate Superintendent, 20th June 1922.
17th June 1922	Perumal	Do.	W 224	Do.	4	1	1	...	2	8	Muttiah (m)	...	Refused to proceed at his uncle's request, 20th June 1922.
20th June 1922	Suplah	Pudukottai	D 258	Do.	4	...	1	...	...	5	Iyavoo (Boy)	Karupiah (m)	Rejected by M. O. for leprosy and his nephew accompanied him, 21st June 1922.
22nd June 1922	Angamuthu	Kallakurichy	W 208	Do.	9	2	...	1	1	13	Doraisamy (m)	...	Refused to proceed at his uncle's request, 22nd June 1922.
											Kandagamy and Vadivel (m).	...	Refused to proceed to estate and desired to return home, 23rd June 1922.

Date of arrival.	Recruiters' Name.	Taluk.	Estate letter and No.	C. L. C., N. C. L. C., T. T. or N. T. T.	NO. RECRUITED.						Refused for reasons independent of recruiting.	Rejected or refused for reasons showing improper recruiting.	REMARKS.
					M.	W.	B.	G.	Inf.	Total.			
21st June 1922	Mariappan	Tanjore	A 226	C. T. T.	3	...	...	...	...	3	Doraimanikam	...	Refused to proceed at his father's request, 23rd June 1922.
22nd June 1922	Vyapuri	Patukotai	C 823	"	2	...	1	...	...	3	.....	Vyapuri (m)	Rejected by M. O. for leprosy, 24th June 1922.
18th June 1922	Veerasam	Tirunamalai	W 207	"	5	3	...	...	...	8	Gopal (m)	...	Refused to proceed to Estate and desired to return home, 24th June 1922.
23rd June 1922	Veeriah	Madura	Z 10	"	4	2	1	...	2	9	Veeriah (m)	...	Refused to proceed at his uncle's request, 25th June 1922.
22nd June 1922	Sheik Ibrahim	Dindigul	C 117	"	4	...	...	...	...	4	Kuppan	...	Refused to proceed at his brother's request, 28th June 1922.
24th June 1922	Perumal	Kulitalai	C 108	"	3	...	...	...	...	3	Palany	...	Refused to proceed to Estate and desired to return home, 27th June 1922.
24th June 1922	Cheriyar	Manelikara	W 4	"	3	3	1	...	...	7	Karupan	...	Refused to proceed at his father's request, 28th June 1922.
27th June 1922	Muniyan	Arkonam	Y 20	"	2	...	...	...	...	2	Cheriyar (m)	Sayed Noor (m)	Sent back at the request of A. C. L. C., 30th June 1922.
11th June 1922	Sayed Noor	Madura	C 489	"	1	...	...	...	...	1	Krishnan (m)	...	Refused to proceed at his uncle's request, 30th June 1922.
22nd June 1922	Angamuthu	Tirunamalai	W 203	"	9	2	...	1	1	13	.....	...	Rejected by M. O. for general debility and pain in the groin, 30th June 1922.
27th June 1922	Ponnusamy	Udayarpalayam	C 95	"	4	1	...	...	...	5	.....	Annamalai (m)	Unfit to proceed and sent back to his village to recruit, 2nd July 1922.
30th June 1922	Kalian	Kulithlai	D 269	"	4	...	...	...	...	4	Maruthamuthu n.)	...	Refused to proceed at his father's request, 2nd July 1922.
30th June 1922	Valliammal	Namakal	D 145	"	2	2	2	1	1	8	Veersongen	...	Refused to proceed at his brother's request, 2nd July 1922.
28th June 1922	Muthu	Naganery	D 178	"	2	1	1	...	...	4	Krishnasamy (m)	...	Refused to proceed at his father's request, 2nd July 1922.
29th June 1922	Sinna Carupen	Karur	C 122	"	4	1	1	...	...	6	Muthu (m)	...	Sent back at the request of Estate Superintendent, 4th July 1922.
	Sellan	Papanasam	C 371	"	2	...	...	...	...	2	.....	Veliappan (m)	Rejected by M. O. for heart disease, 4th July 1922.
	Thavasy	Tirumangala	Z 83	"	2	3	3	1	1	10	Mayakkal (f)	Kalimuthu	Rejected by M. O. as unfit for Estate work, 6th July 1922.
												Ponnusamy (Inf.)	Infant unfit to proceed to Estate; mother takes it home to recruit, 7th July 1922.
											Total	33	Total 10

V. VANLANGENBERG, Superintendent,
Mandapam Camp.

Extracts from Visitors' Book referred to.

On my way back from Ceylon to India I stopped here for two days just to have an idea of the arrangements that are made here for passengers and coolies going over to Ceylon and quarantined here to save Ceylon from infection. Conversation with local officials showed that on account of these measures taken by Government, Ceylon is now free from those frequent visitations of cholera and small-pox which before 1897 would accompany the ingress of pilgrims to the island. These measures are taken on scientific grounds to save the population of the island from infection. A commercial Chetty who only thinks of himself and his convenience cannot appreciate the reasons for an institution like this. The coolies whom I saw coming here seemed to be quite happy and pleased. Though they are not able to put it in so many words *their faces and cheerful replies to questions* put to them showed that nearly six days' stay in a dry place like this with ideal sanitary arrangements and meals neatly prepared and regularly served accompanied by complete rest to the body decidedly improved the tone of their bodies and increased the power of resistance.

Having had occasion to pass up and down to Dhanushkodi two or three times I watched silently the way in which Doctors Naidu and Samarasinghe treat Indians and Europeans and was pleased to find them dealing with all with equal firmness and courtesy. There is no trouble to passengers travelling even third class who are educated, of cleanly habits and have sense of their responsibility to others. They are passed off after the few necessary questions and satisfaction about their being vaccinated and coming from unaffected areas. The inspection at Mandapam Camp is no doubt a matter for uneasiness to travellers, Indian and European, but if one takes the altruistic standpoint, the reasonableness of it becomes soon evident. Rules are rules, but so long as Ceylon Government takes care to appoint considerate and tactful officers like the present staff there need be no ground for complaint. In my opinion, the Camp is far better for Indians as situated on this side of the sea than on the other, for the Ceylonese are so different in their food and habits from Indians and on their side they would not care so much for the scruples of the Indian passengers as they do on this side.

(Sd.) R. K. KULKARNI,

*Professor of History, Victoria College, Gwalior,
and Honorary Secretary of the League of
Parents and Teachers.*

The 11th June 1922.

On my way to Madras from Ceylon where I was on a holiday, I stayed a few days at Mandapam. I was taken round and visited the Camp and with the request to record my impressions in the Visitors' Book I most gladly comply. Mandapam Camp is in truth a city on a small scale with its well kept roads, attractive buildings, electric street lighting, its adoption of modern methods in regard to sanitation and medical relief and installation for water-supply. The place is scrupulously clean and is in consequence healthy. Colonel Van Langenberg, the Superintendent, Dr. P. K. K. Naidu, the Quarantine Medical Officer, and Dr. Samarasinghe, the Assistant Medical Officer and the Subordinate staff, appear to make it a point to be kind and courteous. *Amidst the perfection of the arrangements, I was deeply struck with the look of happy contentedness on the face of the passenger and coolie alike—* despite his compulsory sojourn—a result which reflects the greatest credit on the administration and of which it may justly be very proud.

(Sd.) M. VENKATASUBHA RAO,

Judge of the High Court, Madras.

The 5th July 1922.

Appendix III.

No. 524-Emig., dated Simla, the 11th October 1922.

To—The Honourable the Colonial Secretary to the Government of Ceylon, Colombo.

SUBJECT:—*Proposals of the Standing Emigration Committee regarding emigration of Indian labour to Ceylon.*

I am directed to refer to your letter dated the 27th July 1922, setting forth the views of the Government of Ceylon on the proposals made by the Standing Emigration Committee at their meeting in June last relating to emigration of Indian labour to the Colony.

2. At their recent meeting the Committee considered your letter and its enclosures, and had the advantage of hearing the deputation authorised by the Colonial Government to represent their views. After giving their careful attention to the arguments advanced by the deputation, the Committee were not convinced that complete official control of emigration to Ceylon under the Indian Emigration Act was impracticable or likely to operate otherwise than beneficially for Indian labour. They recommended that conditions (1) and (2) mentioned in paragraph 2 of my letter No. 329-R. A., dated the 1st July 1922, should be adhered to with the omission of the word "independent" in condition (1), and the addition in condition (2) after the words "the Act" of the words, "other than non-recruited emigrants falling under section 29 of the draft rules". They also recommended that condition (4) should be confirmed, subject to the proviso that the common fund suggested in it might be raised and managed in such manner and by such agency as might appear suitable to the Colonial Government. A reason which greatly influenced the Committee in their decision is that in Malaya these arrangements have already been adopted with very satisfactory results by the Colonial Governments concerned.

3. The deputation laid great stress on the necessity for exempting Ceylon from several of the proposed draft rules relating to the recruitment of unskilled labour under the Indian Emigration Act. The Committee recognised the force of the objections urged against some of the draft rules, but were unwilling to recommend their relaxation without first securing certain additional guarantees that Indian labourers would be protected against exploitation by employers after arrival in Ceylon, and would be free to return if unable to maintain themselves there. The first safeguard suggested relates to the fixation of a basic wage subject to a minimum. Some members of the Committee urged that so far as they were informed, until recently there had been no increase in wages for many years, although the cost of living had been steadily rising. The Deputation explained that wages had certainly been raised substantially three or four years ago, but could give no definite information regarding changes in wage rates prior to that rise. After a lengthy discussion with the deputation, the Committee resolved that the Ceylon Government should be asked to institute, at an early date, an enquiry into the question of fixing a basic wage subject to a minimum for Indian labour employed on estates, and into the question of the cost of living in relation to the rate of wages now paid. The Committee asked that the report of the enquiry suggested should be communicated to them, and that they should be given an opportunity of considering the findings and of deciding whether to ask for a joint committee comprising one or more representatives of the Indian Government, to settle what should be the rate of the wage, the machinery for fixing and varying it and other details. The Committee further suggested that, in the consideration of the basic wage the following factors should be taken into account:—

- (a) It should allow a margin for savings, for sickness and for old age.
- (b) It should be sufficient to maintain a labourer in tolerable comfort, according to his standard of living, and regard should be had to the fact that a male may have to provide for a family.
- (c) The recommendation of the Inter-Departmental Committee (copy attached) as to the method of fixing a minimum wage should be taken into account.

The deputation from Ceylon were agreeable to enquiry on the lines suggested by the Committee.

4. The Committee also recommended that, pending the enquiry suggested, the Government of India should make every endeavour to secure an improvement in the present rate of wages. They felt that the information furnished in paragraphs 18 and 19 of your letter and on page 7 and in the appendices of the printed statement (*vide* unprinted K Ws.), placed before them by the Ceylon deputation were insufficient to enable them to arrive at any definite conclusion as to the adequacy of the rates paid at present, but the impression prevailed that they did not amount to a reasonable living wage. If any improvement could be effected at once, it would undoubtedly facilitate the settlement of other outstanding questions.

5. The second safeguard proposed by the Committee is that the Colonial Government should make provision to meet the cost of returning emigrants to India in the case of (a) sick men, and (b) men thrown out of employment owing to retrenchment in times of industrial depression, in addition to those repatriated under the condition contained in paragraph 2 (6) of my letter of 1st July. The deputation did not raise any strong objection to this proposal.

6. I am to explain that it is not proposed that the points mentioned in paragraphs 3, 4 and 5 above should be embodied as conditions in the notification issued under section 10 of the Act. The statutory conditions will only be those mentioned in paragraph 2. I am to request that the Government of India may be favoured with the views of the Ceylon Government on these recommendations of the Standing Emigration Committee. The Colonial Government will no doubt appreciate the fact, however, that their acceptance so far as possible of the recommendations of the Committee will be of material assistance to the Government of India when they have to move the resolutions in the Chambers of the Indian Legislature in accordance with the provisions of the Act.

Appendix IV.

Letter No. 26141, dated Colombo, the 28th October 1922.

From—The Colonial Secretary, Ceylon.

In reply to your letter No. 524-Emi., dated the 11th October 1922, I am directed to state that the Ceylon Deputation returned on September 17th and made their report. His Excellency the Officer Administering the Government desires me to convey his thanks to your Government for their courtesy in receiving the Deputation and in arranging for their case to be heard by the Standing Committee on Emigration.

2. As regards the recommendations made by the Committee, the Ceylon Government is willing to agree to the proposals referred to in paragraph 2 of your letter quoted above that conditions 1 and 2 amended as suggested in the paragraph under consideration be adhered to.

3. The Government of Ceylon also agrees to the confirmation of condition 4, subject to the proviso that the common fund be raised and managed in such manner and by such agency as may appear suitable to this Government. The necessary steps to raise and manage the fund will be undertaken as soon as the final decision of the Government of India in regard to this matter is known.

4. As regards the question of safeguards to be established to guarantee that Indian labourers should be protected against exploitation by employers after arrival in Ceylon, I am to state that this Government is ready to make provision to meet the cost of returning emigrants to India in the case of (a) sick men, and (b) men thrown out of employment owing to retrenchment in times of industrial depression in addition to those repatriated under the condition contained in paragraph 2 (6) of your letter of 1st July, as suggested in paragraph 5 of your letter under reply, and will at once institute an enquiry with a view to establishing the cost of living and ascertaining the rate of wages paid on estates in relation thereto taking into account the considerations as regards a margin for savings, sickness and old age as detailed at the end of paragraph 3 of your letter.

5. It must be noted, however, that the question is complex and that no satisfactory solution can be ascertained without very careful enquiry and consideration. There are several important factors tending to raise the rate of wages in general which are now in course of operation, the chief of them being the abolition of the fundu and of the penal clauses in the Labour Ordinance. The full effects of these factors have not yet had time to develop, and cannot be ascertained without careful analysis. Conditions in Ceylon vary greatly in the different districts. Such operations as plucking tea and tapping rubber are generally performed as piece work and the unit rates of payment vary according to conditions.

6. Again, it will also be necessary to investigate the cost of living in Southern India on a standard basis of comfort in order to compute the allowance for provision for old age which is asked for.

7. It will therefore be no simple task to analyse the statistics collected and ascertain whether they can be reduced with any degree of accuracy to a uniform datum scale for the whole Island. Unless this can be done, the probable margin of error in calculating any basic wage might well be such that the establishment of such a uniform wage might operate to the disadvantage and not to the advantage of a large proportion of the labour on estates.

8. This Government, however, is fully alive to the desirability of ensuring that the wages of Indian emigrant labour on estates adequately satisfy the conditions laid down in your letter. If after full enquiry, it finds that this is not the case, and that under the present conditions where labour is free to move from place to place, the natural laws of supply and demand and of competition for labour between estates, do not sufficiently safeguard Indian labourers against exploitation by employers, it will endeavour by any practical means at its disposal to ensure that conditions are amended. But as stated above, there are already indications that the abolition of the fundu and of the penal clauses have had the effect of materially benefiting the economic condition of labour and that there has been an actual and general increase of wages. This is supported by the fact that the number of immigrants has latterly largely increased and is confirmed by statements made to Government officers by their leaders that their reason for coming over in such large numbers is the improvement in the conditions of employment in Ceylon.

9. In conclusion, I annex a memorandum detailing the exemptions and amendments to the drafts rules under Notification of 28th July which seem to this Government to be desirable with a view to preventing undue interference with the friendly intercourse between the people of Southern India and Ceylon which is so greatly to the advantage of both countries. In view of the undertakings given in this letter, this Government trusts that the Government of India will see its way to meet its wishes as regards this matter of procedure.

Minutes of the Standing Emigration Committee held at Simla in June, August and September 1922.

The Standing Emigration Committee assembled in Gorton Castle at 11 A.M. on June 19th. The following members were present :—

1. The Hon'ble Rao Bahadur B. N. SARMA (*Chairman*).
2. J. HULLAH, Esq., I.C.S., M.L.A.
3. The Hon'ble Sir ARMDTHAMBY MARICAIR, KT.
4. The Hon'ble Mr. LALUBHAI SAMALDAS, C.I.E.
5. The Hon'ble Sir EDGAR HOLBERTON, KT., C.B.E.
6. Rao Bahadur TIRUVENKETA RANGACHARIAR, M.L.A.
7. WALI MAHOMED HUSSANALLY, Esq., M.L.A.
8. Bhai MAN SINGH, M.L.A.
9. N. M. JOSHI, Esq., M.L.A.
10. Maulvi ABUL KASIM, M.L.A.
11. Munshi ISHWAR SARAN, M.L.A.
12. Rai GIRISCHANDRA NAG BAHADUR, M.L.A.
13. R. B. EWBANK, Esq., I.C.S. (*Secretary*).

The Hon'ble Member in opening the proceedings made the following observations :—

“ It is a very pleasant duty to welcome you all to Simla such of you especially as have come here exclusively for this purpose.

I think we should be deeply grateful to the official members for their having cheerfully accepted the shouldering of the additional burden of preparing materials for the Committee and assisting in its deliberations.

I think the less said about Emigration generally the better, and there is not much to be said either on this specific occasion. The deputations to British Guiana and Fiji have not yet reported to us about the state of things there, nor have they made any recommendations. From all I hear it does not look probable that there will be much demand for immigrants in these places just at present. There is, however, a very keen desire on the part of Ceylon, the Straits and Mauritius to secure labour from India, and I think it is desirable that we should take up the question as to the conditions under which we should permit emigration to these three British Possessions. It might have been convenient to have taken up the rules to be framed under the Act first, but inasmuch as we requested Mr. Marjoribanks from Madras to be present here and give us the benefit of his advice in framing the rules on the subject (and he will be here to-morrow), I think it would be convenient to postpone the consideration of this subject till Wednesday. The three Governments that I mentioned, Ceylon, the Straits and Mauritius, have expressed to us their desire to send a deputation to us to clear up any points and to solve any difficulties and doubts that we may have on the subject of emigration to these places. Members will have noticed that the Government of Ceylon and the Straits have undertaken legislation to liberalise their regulations relating to labour and have practically expunged from their laws all provisions dealing with the penal clauses inflicting penalty upon labour. I think it will be convenient if we take up Ceylon first. There is a member of the Ceylon Labour Commission who is willing to give information on the subject; and then if we feel any difficulty we might ask that Government to send a representative or secure information in other ways.”

In conclusion the Hon'ble Member emphasised that as the questions under discussion intimately concerned the relations of the Government of India with other Governments within the British Empire, it was important that the members of the Committee should treat all that passed in the course of the proceedings as strictly confidential.

It was decided not to press for the establishment of a minimum wage in Ceylon provided that the condition regarding repatriation stated below was accepted. The reasons for this decision were—

- (a) proximity of India to Ceylon ;
- (b) the danger of a minimum wage becoming also the maximum wage ;
- (c) adverse effect on emigrants of law which might exclude old or sickly dependents from earning anything ;
- (d) the limitation of engagements to one month.

As one of the conditions under section 10 of the Act the Ceylon Government should agree that either they or the Planters' Association should grant repatriation free of cost to any assisted emigrant on demand within one year of his arrival in the island.

It was decided that the Committee should ascertain from Major Scoble Nicholson what are the average current rates of wages on estates in Ceylon.

The Committee resolved to impose the following conditions :—

“If a licensed recruiter or authorized agent for recruiting pays off the debts of any labourer recruited by him in India on recruitment then there should be no contract either here or in Ceylon in respect of which payment could be civilly enforceable against the labourer in either country.”

It was unanimously agreed that no civil claim in respect of such payment should lie in Ceylon, but some doubt was expressed as to the advisability of barring a suit in India, and it was decided to consult Major Scoble Nicholson on this point.

The following conditions were accepted :—

- (a) All kanganis and other recruiters of labour shall be licensed by an independent Controller appointed by the Government of Ceylon and be responsible to him.
- (b) No emigrant under the Act may proceed to Ceylon unless recruited through an officially licensed agent.
- (c) Contracts whether oral or written executed either in Ceylon or in India for a period exceeding one month should be prohibited by law.
- (d) The entire cost of recruitment and of subsistence and transport to the estate of destination shall be borne by a common fund managed by the Colonial Government. No part of such cost shall be recoverable from the emigrants.

With regard to the steps that should be taken for the extinction of existing debts due from labourers to kanganis or employers the Committee desired to consult Major Scoble Nicholson and Mr. Marjoribanks before coming to any conclusion.

The Ceylon Government should agree to accept an Indian Emigrant Agent in Ceylon if so desired, as a condition on which emigration was permitted.

The Ceylon Government should be requested to furnish such periodical reports and returns as may be required from time to time by the Government of India regarding the recruitment in India and the welfare of the Indian emigrants to the colony.

It should be put to the Ceylon Government though not included as a condition of emigration, that they should take steps to ensure that no estate should make any profit on the supply of rice to its labourers.

With regard to the political rights of emigrants in Ceylon dealt with in the memorandum from the Colonial Government the Committee desired that enquiries should be instituted regarding the views of the Indian community on the question of election of a representative. In the event of election being conceded, they desired to know what are the qualifications in Ceylon for a voter and what number of Indians approximately would become enfranchised. They suggested that the Colonial Government should be asked whether it would be possible to secure adequate and effective representation for Indians on an electoral basis and expressed their own preference in favour of the registration of Indians on the list of voters for a general territorial constituency.

The Standing Emigration Committee assembled at Gorton Castle at 11 A.M. on June 20th. The following members were present :—

1. The Hon'ble Rao Bahadur B. N. SARMA (*Chairman*).
2. J. HULLAH, Esq., I.C.S., M.L.A.
3. The Hon'ble Sir AHMETHAMBY MARICAIR, Kt.
4. The Hon'ble Mr. LALUBHAI SAMALDAS, C.I.E.
5. The Hon'ble Sir EDGAR HOLBERTON, Kt., C.B.E.
6. Rao Bahadur TIRUVENKATA RANGACHARIAR, M.L.A.
7. WALI MAHOMED HUSSANALLY, Esq., M.L.A.
8. Rai GIRISCHANDRA NAG BAHADUR, M.L.A.
9. Maulvi ABUL KASEM, M.L.A.
10. Munshi ISHWAR SARAN, M.L.A.
11. Bhai MAN SINGH, M.L.A.
12. R. B. EWBANK, Esq., I.C.S. (*Secretary*).

The Hon'ble Member raised the question of health conditions in the Straits and Federated Malay States, and re-opened the question of the minimum wage. After some discussion the Committee desired that further investigation should be made as to the health conditions of estates in the Straits Settlements and Federated Malay States, comparing mortality among the adult population in South India with mortality among the Indian population on the estates according to the recent census of 1921.

Reverting to the question of Ceylon, it was decided to enquire whether the Colonial Government would have any objection to fixing a minimum age below which children should

not be employed as labour. The age suggested was 10. Enquiries were also suggested as to the steps which they proposed either for encouraging or making compulsory education among the children of Indian emigrants.

With regard to the fixation of a minimum wage and the provision of the right of free repatriation from Malaya and Ceylon, the Committee decided to arrive at no conclusion until they had had an opportunity of consulting Messrs. Marjoribanks and Nicholson. They would also consider whether the period of free repatriation should be extended beyond one year, as already decided in the case of Ceylon.

It was decided to ask the Straits Settlements Government to explain why there were no Indians on the Legislative Council and on what principle the un-official members of the Council were appointed.

It was also decided to put it to the Colonial Government that they should assure themselves that the estates made no profit on the supply of rice to labourers.

On the question of the rates of wages paid in Malaya, it was considered whether it was justifiable to press for a higher scale of wages than that now in force. Although there were considerable savings, this was partly due to the Indian starving and stinting themselves. It was decided that enquiries should be made as to the average length of the period during which Indian labour remained in Malaya; also how many chinamen were employed on estates in Malaya, and how many Singhalese from Ceylon. If possible, the average wages paid to chinamen and Singhalese should also be ascertained.

It was decided that Malaya should agree, as a condition of the opening of emigration, to the appointment of an Indian Emigration Agent in Malaya, if so desired. Sir Ahmedthamby Maricaïr dissented.

A further condition should be that no emigrant under the Act should proceed to Malaya unless recruited through an officially licensed agent, and the Colonial Government should be asked to co-operate in securing that emigration only took place through British ports.

Contracts, whether oral or written, executed either in Malaya or in India for a period exceeding one month should be prohibited by law.

Malaya should be requested to furnish such periodical reports and returns as may be required from time to time by the Government of India regarding the recruitment in India and the welfare of the Indian emigrants in the colony.

Provided the above conditions were accepted, emigration might be allowed to the Straits Settlements, the Federated Malay States and the Unfederated Malay States.

It should be put to the Colonial Government as a suggestion that an Indian should be placed on the emigration committee to represent Indian interests.

With regard to the Federated Malay States Labour Code and corresponding sections in the Straits Labour Code, the Colonial Government should be pressed to repeal section 233. The word "insolence" should be omitted in section 229 (c).

With regard to section 229 (b) the Colonial Government should be asked to make provision to prevent this clause being used so as to stultify the system of one month's notice on which the Indian Government desire to insist.

As in Ceylon, the Malaya Government should be asked what steps they are taking to encourage or make compulsory education among the children of the Indian labourers.

The Standing Emigration Committee assembled at Gorton Castle at 2-30 P.M. on June 21st. The following members were present:—

1. The Hon'ble Rao Bahadur B. N. SARMA (*Chairman*).
2. J. HULLAH, Esq., I.C.S., M.L.A.
3. The Hon'ble Sir-AHMEDTHAMBY MARICAÏR, Kt.
4. The Hon'ble Mr. LALUBHAI SAMALLAS, C.I.E.
5. Rao Bahadur TIRUVENKATA RANGACHARIAR, M.L.A.
6. WALI MOHAMED HASSANALLY, Esq., M.L.A.
7. Rai GIRISCHANDRA NAG BAHADUR, M.L.A.
8. Maulvi ABUL KASEM, M.L.A.
9. Munshi ISHWAR SARAN, M.L.A.
10. Bhai MAN SINGH, M.L.A.
11. R. B. EWBANK, Esq., I.C.S. (*Secretary*).

The Committee began by examining Major Scoble Nicholson. In reply to a question as to the current rates of wages he furnished the following statistics of the wages paid to recruits on first joining before they become efficient:—

	Rubber.				Tea.			
	Cts.	Rs.	A.	P.	Cts.	Rs.	A.	P.
Men	38	= 0	6	1	36	= 0	5	9
Women	26	= 0	4	2	25	= 0	4	0
Children	19	= 0	3	0	18	= 0	2	11

He pointed out that to these rates must be added the value of rice supplied, as a rule, considerably under cost price, and in comparing the rates with those prevailing in the agricultural districts of South India continuity of work on Ceylon estates (normally 24 days per month) should be taken into account. Overtime wages are given during the busy season and on Sundays and piece work sufficient for the coolies to earn more and add to their wages if they prefer that system. Nearly all the estates give a monthly bonus for regular work. Privileges such as free housing, fuel, medical attendance, etc., etc., must also be taken into consideration. He was unable to quote the money value of these privileges. Major Nicholson mentioned that there was no legal obligation on the employer to supply rice, while it was an old custom greatly appreciated. In 1920, for instance, rice was issued by the estates at Rs. 6 in lieu of Rs. 12 which was the cost price owing to control by the Indian Government.

A certain number of Singhalese coolies are employed on estates. These represent casual workers coming in by day from neighbouring villages and are always paid by piece work.

Factory labourers now get from 40 to 70 cents. per day.

Major Nicholson furnished the following figures of coolies despatched to Ceylon and returning from Ceylon:—

Number of coolies despatched to Ceylon.

	Adults.	Minors.	Total.
1913	...	...	94,091
1914	...	...	68,704
1915	...	...	80,383
1916	...	...	97,868
1917	...	...	42,371
1918	29,890	11,269	41,159
1919	74,970	25,933	100,903
1920	29,362	8,486	37,848
1921	17,052	5,027	22,079

Departure of Estate coolies from Ceylon.

1913	90,374
1914	105,391
1915	38,298
1916	47,588
1917	32,119
1918	23,161
1919	34,268
1920	27,581

The latter figures should not be regarded as reliable since they are based on incomplete railway returns. In 1921, 95 per cent. of all the coolies going to Ceylon were recruited through the agency of the Commission.

The number of Tamils on estates shows a steady growth. In 1911 there were 459,767 Tamils, and in 1921 there were 497,119 Tamils.

Many of these were born and bred on the estates. The percentage returning to India annually amounts roughly to 10 per cent. of the total Tamil population. The influx of Indian labour to an estate has never in his experience operated to reduce the scale of wages. Ceylon cannot do without Tamil labour, since there was no other source of labour supply. Wages have risen since pre-war approximately in proportion to the increase in the cost of living. Without a recruiting agency the labour supply of Ceylon would suffer seriously. Children are employed from the age of 7 onwards and generally work for a full day.

Plenty of work is available on estates to give everybody 24 days' work per month. Many also work on Sundays.

A recruiter now gets a bonus of about Rs. 15 for each recruit obtained by him. Coolies cannot settle down on the land as colonists in Ceylon, but they can rise to be kanganis and occasionally become petty traders. Figures of the average savings of coolies are not available. They are not paid for the days on which they do not work.

Major Nicholson undertook to ascertain the money value of medicine, fuel, housing, etc., granted to coolies and the present cost of living in the island.

According to the census of 1921 the Indian population on estates in Ceylon consisted of—

Males	257,808
Females	239,300

This is partly the result of recruiting by family gangs.

Coolies set great store on the supply of rice by estates. During the war, when owing to control there were difficulties in obtaining the full allotment, coolies refused to proceed to the island.

Major Nicholson advocated the prohibition by law of the recovery of advances made in India by kanganis to coolies since such recoveries might be used for evading the abolition of the tundu.

With regard to the extinction of debts due from the labourers to the kanganis or employers, he pointed out that coolies cannot be imprisoned for civil debt in Ceylon. They can now leave an estate at one month's notice, and possess so little property that no one would consider it worth while to sue them. The question resolves itself into one between the estate and the kangani. If you are to be fair to the solvent kangani some provision must be made for gradually, repaying to him the balance due to him at the end of their stay.

With regard to repatriation, he thought that the cost of a passage back, with food, third class, might be anything up to Rs. 10. Most coolies are now assisted back to India on the ground that they are going home to recruit their relatives. He feared that the financial effect of granting free repatriation within one year would be serious, since already the cost of recruitment was appreciable, and there was no security that a cooly will stay on an estate.

Mr. Marjoribanks was then asked to advise regarding the fixation of a minimum wage and the grant of repatriation in the case of the Straits Settlements. Considering that the minimum wage would be difficult to enforce as there are no labour unions to guard the interests of coolies the minimum wage tends to become a maximum wage. It is not particularly necessary in Malaya, where there is considerable competition between the estates and coolies move freely from one to another. The minimum wage is only necessary where the amount of labour is greater than the demand. This is not the case in the Straits. The Indians there were better housed and had a much higher scale of living and clothing than in India. He thought that the safeguard suggested would be illusory and would not benefit the labourer.

With regard to repatriation, he thought that the open privilege of repatriation at will would be too much to the human nature of coolies, and that they would take the opportunity of enjoying a holiday at their employers' expense too frequently. They could offer themselves as recruits again in India, and could not be rejected because if that principle were followed, the whole labour supply of the Straits would gradually be disqualified for recruitment. He suggested that repatriation should not be granted free on demand except when the Agent of the Government of India in Malaya considered that sufficient justification existed for ordering repatriation at the expense of the Fund.

He did not advocate the fixing of the proportion of males and females, since it would tend to bring undesirable women into the colony. As in Ceylon the numbers of the two sexes would tend gradually to approximate, especially if recruiting is carried on by families. As a rule the male member of the family went first, and then after staying for a year or two, returned to bring back his family. This suited the people and should not be altered. There would be no objection to granting free passage to persons returning to bring their families, but on the whole, he did not think it necessary that there was any reason for advocating permanent Indian colonisation in the Straits.

The Standing Emigration Committee met at the "Gorton Castle" Secretariat at 11 a.m. on August 29th. The following members were present:—

The Honourable Rao Bahadur B. N. SARMA (*Chairman*).

J. HULLAH, Esq., I.C.S., M.L.A.

The Honourable Sir AHMEDTHAMBY MARICAIK, Kt.

The Honourable SAYED RAZA ALI.

The Honourable Mr. LALUBHAI SAMALDAS, C.I.E.

Rao Bahadur TIRUVENKATA RANGACHARIAR, M.L.A.

WALI MAHOMED HUSSANALLY, Esq., M.L.A.

Rai GIRISCHANDRA NAG BAHADUR, M.L.A.

N. M. JOSHI, Esq., M.L.A.

Munshi ISWAR SARAN, M.L.A.

Bhaji MAN SINGH, M.L.A.

BHUPATIRAJU VENKATAPATIRAJU GARU, Esq., M.L.A.

R. B. EWYBANK, Esq., I.C.S. (*Secretary*).

The Secretary read out a telegram from the Madras Government deprecating the imposition of any unavoidable restrictions on Indian emigration to Ceylon.

The Honourable Member then explained to the Committee that a deputation from the Ceylon Government had arrived, and summarised the main points that remained for discussion between them and the Committee.

Mr. Joshi requested that for purposes of comparison the average rates of wages paid on plantations in the Madras Presidency should be obtained.

Mr. Hayley was then asked to address the Committee. After thanking them for the opportunity, he explained the composition of the deputation and its claims to speak on behalf of the various interests involved in emigration from India to Ceylon. He sketched the origin of Indian emigration to the island and drew attention to an Ordinance of 1847, which is still in force, binding Ceylon not to allow Indian labour to evade the restriction of the Indian emigration law by proceeding overseas *via* Ceylon, and laid stress on the fact that this undertaking on the part of Ceylon was entered into as part of an agreement under which India agreed to allow intercourse with Ceylon to be unrestricted.

He referred to the report of the inter-departmental committee. The scheme favoured by that committee was one of land colonisation, *i. e.*, settlement on land after a short period as a hired labourer, and pointed out that emigration to Ceylon was not of this character. The provision about the common fund and the system of recruitment proposed by the Government of India, which were based on the committee's report, were inapplicable to the conditions existing in Ceylon.

He handed to the members of the Committee a brief review of the position of the Indian labourer in Ceylon prepared by his deputation (*vide* unprinted K. W's), and drew attention to the very large Tamil-speaking population (1,400,000) which have been settled in the island for centuries. He stated that the value of the exports from India to Ceylon was 11 crores, 80 lakhs approximately. This trade is mainly in the hands of Indians. It consisted of piece-goods, rice, hardware, etc. Large numbers of Tamils were employed in the island as domestic servants, shop assistants, etc. He mentioned these facts as illustrating the very close relation that subsists between the two countries, and stated that on an average 300 third-class passengers travelled each way between Ceylon and India daily, of whom the majority were not assisted labour.

With regard to recruitment, he stated that coolies were brought over by kanganies and coolies on a patriarchal system of recruitment. Many of them were related to the kanganies and to each other, and relations were ordinarily employed on one estate.

He described the origin and working of the tundu system. With the advent of rubber the competition for labour increased, and kanganies took advantage of it to blackmail superintendents of estates by demanding that they should either pay them a lump sum down or give them a tundu. If they obtained the tundu they hawked it round other estates until they were able to sell it at a premium. The law never prevented labourers from leaving an estate on one month's notice; but so long as they were in debt to their kangany they were morally bound to stay with him, and were of course liable to civil proceedings for the recovery of their debt. The percentage of cases against coolies by superintendents of estates under the special labour laws was less than one per estate per year. Now that special penalties have been abolished, coolies are subject only to the penalties under the ordinary criminal or civil law. The criminal penalty for leaving an estate without one month's notice has been abolished. When a kangany, or more often a labourer not appointed as a kangany, brought over his relatives to labour on an estate he was generally paid a reward of Rs 5 or Rs 10 per head. On an average a recruiter did not bring with him more than four recruits. He was careful in his selection since the people brought by him were to work on the estate with him or under him. The total number of men coming to India annually and taking back recruits with them averages 28,000. The people recruited invariably go to the estates to which the recruiters belong. This family system of recruitment is greatly superior to the recruitment by professional recruiters, because the latter are in fact, if not in theory, always paid by results and are keenly interested in getting as many men as possible to emigrate. Moreover, they send their recruits to estates upon which they are not themselves employed and have no interest in securing industrious and respectable men. They tend to recruit loafers and criminals, and are liable to resort to malpractices in recruitment.

The method of supervising recruitment followed by the Ceylon Labour Commission provides ample checks against malpractices. A detailed questionnaire is prescribed by the Commission, and recruits are questioned both at sub-agencies and at Trichinopoly. Thence they go to Mandapam, where they are again questioned by an officer of the Commission. This organisation has 18 years' experience behind it and is working satisfactorily. By introducing hasty alterations the Government of India might easily damage, instead of improving, the system.

The cooly is politically on the same footing as Singhalese. No restrictions of any sort are placed upon his free exercise of his rights. He is subject to no caste restrictions and can rise without difficulty to any position for which he is qualified. Ample provision is made for education. In 1917 there were 596 schools on estates, including those that receive no grant-in-aid. The number has now increased, and Ordinance 1 of 1920 will facilitate the further increase.

The wages paid in Ceylon are better than those in Madras. On an average the wages are 8½ to 9½ annas per day. The pay is handed to the labourers monthly in cash. They must, be given six days' work per week if they demand it. An advantage of estate employment is that the whole family, men, women and children, have an opportunity of securing employment together on one estate. They are supplied with rice considerably below cost price, and receive more than they actually require, *viz.*, 1 bushel of rice per month per man (6½ lbs. = 19½ Madras measures) and ¾ bushel per woman. The houses supplied for them are better than the hovels in Madras villages, as pointed out in the Marjoribanks-Marakkayar report. A

recent Ordinance provides for rules for the construction of houses in a sanitary manner and their maintenance and medical inspection.

He drew attention to the fact that there are 159,000 Indians in the island who are not employed on estates. Most of these are traders, bankers, etc., together with their staffs of Indian clerks. The Act will apply to clerks, domestic servants, etc., who are classed as skilled labourers, and they will be liable to vexatious delays every time they visit the mainland. As the employees of traders and bankers will constantly be moving backwards and forwards at the expense of their employers, this will cause great harassment. Similarly, coolies going for short visits to the mainland will be harassed on their return.

In these circumstances, he proposed that the Act and rules should be made inapplicable to Ceylon, and that the free communication between the two countries which had always existed should continue without restriction.

The Standing Emigration Committee met at 11 A.M., on August 30th. The same members were present.

Mr. Hayley continued his address. He pointed out that the imports from Ceylon to India amounted to Rs190 lakhs only per year. The balance of trade in favour of India was therefore 10 crores.

He drew attention to the memorial put in by the Ceylon Indian Association, in which it was suggested that the abolition of the tundu did not abolish the coolies' debts. The kangannies were naturally opposed to the abolition of the tundu because they were unable to recover their debts from the coolies without it, and the coolies will feel themselves no longer bound to the kangannies and their labour would no longer be at their disposal. Coolies in Ceylon cannot be imprisoned for debt. Legally the abolition of the tundu does not imply the abolition of private debt between two parties, but has made it practically irrecoverable. As between two private persons, the creditor and the debtor, it was constitutionally difficult for Government to cancel debts. If they had done so, they might have been compelled to assume liability for the debts themselves. Although the debts remained in law, in practice, the planters have since the Ordinance of 1921 gradually written them off as irrecoverable. The proprietors and shareholders have agreed to pay off the surplus debts due from coolies to solvent kangannies within a period of five years. These amount to about 90 lakhs, of which sum two-thirds has already been liquidated.

With regard to wages, he laid stress on the comparison with Madras and quoted the figures given in G. O.-2941 of August 12th, 1918 [Revenue and Agriculture Proceedings, A General, October 1918, No. 1.-F.-271]. From the wage census then held, it appeared that the wages paid in North Arcot varied from Rs3 to Rs8; in Salem from Rs2-10-0 to Rs8-13-0; in Trichinopoly from Rs2-12-0 to Rs12; in Tanjore from Rs5 to Rs12. The report explained that Rs5 was the standard wage in Tanjore and that the standard wage never exceeded Rs7. The maxima are not normally earned, but represent the most that could be earned in special circumstances. Mr. Grey reported that the wage for the agricultural daily labourer in Chinglepet was 3 annas to 4 annas and for women $1\frac{1}{2}$ to $2\frac{3}{4}$ annas. Apart from this there are oppressive local customs. Panials, for instance, are bound for their whole lifetime on account of advances received from their employers, and the debt passes from father to son. Even if it is paid off, they are not free from the obligation of service. The practice of taking agreements of service for life is also prevalent. The hut and site often belong to the master of the panial.

Mr. Hayley urged that the enforcement of the Act was impossible without serious interruption to the intercourse between the two countries, and asked that the exemption contained in section 32 should be made permanent in favour of Ceylon.

He then turned to the terms and conditions which it was proposed to prescribe under section 10 of the Act. Conditions 1, 2 and 4 were the only ones to which the Colonial Government took objection. They contended that the remainder, taken together, afforded adequate safeguards.

With regard to the second condition, he pointed out that it will include all emigrants; i. e. not only those assisted to depart but persons departing under an agreement to work for hire. He was reminded that it only related to unskilled labour, but he insisted that the provision implied inquiry into the case of every passenger in order to ascertain whether he was an emigrant or not. Government would have to maintain a costly staff, and the public would suffer great harassment.

With regard to conditions 1 and 4, he repeated the objections to the common fund and the system of licensing recruiters which had been urged by the Colonial Government. Apart from the estate labour, the main body of unskilled labour recruits are taken over for employment under Government for harbour and Public Works Department works. The Labour Commission did some supervision for Government, which does not contribute towards its costs, except in the special circumstances of last year's slump. It acts as a forwarding agency on behalf of Government. Some of the Government labourers are recruited by contractors. But usually, as pointed out by the Colonial Government, they are not recruited by any agency but are taken over by relatives or employers direct. He maintained that there was no need

for Government to identify itself with the recruiting authority, but sufficient control over the recruitment could be obtained at their Mandapam and Tataparai camps, where third class passengers halted for six days. There would be no objection if the Government of India appointed an investigating officer.

In reply to questions, the members of the deputation admitted that third class passengers might go direct from Madras to Colombo by sea without restriction. At Colombo they would be in quarantine. All third class passengers are placed in quarantine at Mandapam or on arrival in the island. A large number of estates are formally writing-off the debts of coolies to their kanganies. The figures in the printed schedules of wages attached to the Committees printed note were obtained in reply to a circular, and are based on returns obtained from 60 estates out of a total of 2,300.

Ninety-eight per cent. of the planting industry have already agreed to pay off, within five years the balance due to solvent kanganies. Two-thirds has already been paid off, and no legislative action by the Colonial Government is necessary. The deputation were unaware up to what standards the Tamil schools taught and for what hours they were open.

Apart from the fact that Indians are at present represented by a nominated member on the Council and the Europeans by elected members, there was no law discriminating between Indian and Singhalese and Europeans in the island. There are practical difficulties in forming an Indian electorate. Indians are subject to no differentiation regarding municipal franchise. Mr. Hayley was unable to state the amount of taxation paid by Indians resident in the island. The estate coolies are exempted from taxation. A new constitution for the island was under consideration. He was willing to convey the suggestion to the Ceylon Government that Indian labour should have a representative on the Council. He objected to the production of recruits before a Magistrate on the grounds, firstly, that it was unnecessary; secondly, that it was harassing to the recruits; and thirdly, that it was costly and dilatory. Recruiters are required by the Labour Commission to produce solitary women and minors unaccompanied by guardians before the village munsiffs before bringing them before the agents of the Ceylon Commission. Production before a Magistrate would mean delay in obtaining access to his court, and possible bribery and harassment by petty officials, and in view of the number of recruits, a very cursory check. The visit to the Magistrate would cause delay and increase the cost of the maintenance of the recruit. It was in their own interest that they should be sent on promptly. Women and children in particular would strongly object to having to appear before a Magistrate.

Singhalase are not employed on the estates to any great extent because they are not so good at estate work and, having as a rule their own land, are not available for labour, Singhalese get the same wages as the Indians that are employed, or perhaps 5 cents more as they do not get free houses, cheap rice or head money. Their working day of ten hours involves ordinarily eight hours work. If a man does not do a fair task he may be required to make it up next day. Wages vary from estate to estate, but the maximum and minimum rates are shown on the certificate (A Form) supplied to the cooly on recruitment. Competition between estates keeps up wages to fairly regular level.

The cost of living for bazaar stuff and rice is R17 for a man *plus* wife *plus* two children. Clothes cost R3½ per month extra, and the details are as follows:—

<i>Man.</i>		R	A.	P.	R	A.	P.
3 clothes	4	8	0
3 turbans	3	0	0
3 shirts	4	8	0
					12	0	0
<i>Woman.</i>							
3 sarees	15	0	0
1 jacket	1	8	0
					16	8	0
Clothes for boy and girl		10 0 0
					...		38 8 0

Boots and shoes are not worn, but blankets are given by some of the higher estates.

No reserve fund for sickness is necessary, as during sickness or pregnancy patients are maintained and are given medical attendance. The scale of food allowed in calculating expenses includes 1½ bushel of rice for man and wife. Non-working children often get their food from the estates. The wages earned by one man would not be sufficient to maintain a family ordinarily, unless the wife also works. Hookworm disease is prevalent in Ceylon

as in Madras. Coolies are not rejected on this account. Systematic treatment has been undertaken and a Rockefeller Institute has been founded. There is a strong temperance movement in the island. In one area total prohibition has been tried as an experiment. In some districts local option exists. There are no reliable figures showing the savings taken back by estate coolies. Colonisation in planting areas is impossible, and not desired by the Tamil emigrants themselves. Attempts at colonisation have been made from time to time, but without success.

The Chairman intimated to Mr. Hayley that it was not necessary for him at this stage to address the Committee with regard to the deputation's objections to the draft rules in detail, but that if Ceylon were to be subjected to any rules an opportunity would be appointed for discussion later.

The Emigration Committee reassembled at 11 a.m. on August 31st. The same members were present.

Mr. Muthukrishna appeared as representing the Indian Association of Ceylon. The Association has existed for 11 years. He was the President. Membership was 400. All these were non-official resident Tamil Indians. Most of them belong to the labouring classes in urban areas, but there were also some estate clerks and tea-makers. All were literate. The subscription was 4 annas per month.

The Ceylon Indian Association formed in 1917 was distinct. Its members came from the more affluent merchant classes. The objects of the two Associations were more or less the same. Mr. Muthukrishna was formerly a member of the Ceylon Indian Association and joined the Indian Association of Ceylon in 1919. His Association has no branches on estates. One Indian planter is a member. He had visited a dozen estates, all European, during the last two years, but had never lived on them. He received casual complaints from estate labourers from time to time; e.g., beggars discharged from estate hospitals before being properly cured, who wanted employment or to go back to India. Coolies had no difficulties about giving notice. They can always get their notice written for them.

For skilled labour he advocated no restriction but benevolent supervision. For unskilled labour he advocated a Protector of Emigrants with sufficient powers, both in India and Ceylon. He suggested a Board of Control with unofficial visitors, who might visit estates, similarly to jails and hospitals, and report to the Protector. If railway fares were paid more people could be found. He advocated a Minimum Wage Board, with minima fixed for districts, which should consist of the Protector of Emigrants, a representative of employers and employees and of the Ceylon Government. The labour associations in the island could produce a suitable representative to serve on the Board. He advocated the representation of labour in the Legislative Council by nomination. This had been suggested to the Governor, who objected that Indian labour was migratory and not permanently domiciled.

He advocated a half-time system for children between 8 and 16. He was keen on compulsory education up to the age of 12, with further facilities up to 16, the cost of which should be borne either by the State or the estates; also better provision for midwives on estates, and better housing. The coolies tend to huddle together and do not use the sanitary conveniences provided. Married couples should have a room 8 x 10 with a kitchen and a verandah. He had seen cases in 1919 where more than one family lived in one room. Some lines are fairly good but sanitary education is necessary before progress can be made. The condition of labourers in cities is good and they have no special grievances. Conditions regarding drink are much the same as in South India. He favoured prohibition or the reduction of facilities for drinking near estates. The drink was toddy made from Kittur palms in the midlands but not on the coast. The Excise Department would be able to prevent illicit distillation. An Indian Agent in Ceylon would be as good as a Protector. There are good latrines on estates, but they are not properly used. Education is compulsory in Colombo and Kandy up to 12.

He is a journalist editing the "Citizen" (weekly) in English and the "Indian" (fortnightly) in Tamil. These papers are run in the interests of the Indians in Ceylon. He advocated Protectors at Indian ports. The wages of unskilled coolies on estates average from 42 to 45 cents, and in urban areas 60 to 70 cents, though rikshawalabs get from 1½ to ₹1½ per day. In cities a man only earns wages, while on estates both man and wife work. The minimum wage should apply only to rural areas, and should be fixed somewhere about 55 cents for man. They should, in addition, retain the concessions regarding rice, house, medical aid, etc. Nomination is the only practical way of securing representation of Indian labour.

There were no difficulties about inheritance, but no man may have more than one wife in Ceylon. There is no compulsory registration of Indian marriages. The Colonial Government will pay his travelling expenses on return. His memorandum was drafted under the impression that all emigration from India to Ceylon was to be stopped and before he had seen the Emigration Act. A copy of it was sent to the Ceylon Government. The conditions of Indian labourers have recently improved owing to the abolition of the tundu and imprisonment for labour offences, and to the general scarcity of labour. In 1920 he said at the Ceylon Congress that labourers were treated worse than cattle. This related to unskilled workers. He did not advocate restriction on skilled workers. There is no lack of work in Ceylon, except for clerks in the offices of the rubber companies at present. There are three main industries, rubber, tea and coconut. In very slack times labourers might be paid off and returned to India or their wages might be reduced. It might some times be necessary to vest the Protector

with power to restrict the number of Indian labourers going to Ceylon, in order to keep up wages. There are no restrictions on returning Indians. Labourers would prefer cash payment to cheap rice, since they can always buy rice independently.

2. Mr. Natesa Aiyar was next examined. He advocated a minimum wage fixed according to hours of work and uniform for all plantations. The difference between one area and another in the price of foodstuffs, etc., was so small as to be negligible.

Child labour up to the age of twelve should be abolished. Education should be made compulsory. A common repatriation and provident fund should be started, to which labourers and estates must contribute. The labourers indebtedness should be wiped off. Nearly 90 per cent. of the solvent kanganyes have not yet been paid. The amount due to them is Rs 150 lakhs, roughly. A solvent kangany is one who is owed more by the labourer than he owes to the estate. This balance is at present recouped from the wages roll and is secured by a pro-note from the labourer to the sub-kangany, from the sub-kangany again to the kangany and from the kangany to the estate. His figure was based on statements of kanganyes which were ascertained from the estate accounts last year. A few estates have paid one-fifth of the balance due to the solvent kanganyes on condition that the labour force is maintained. Kanganyes cannot sue labourers with success unless they have cattle, but can harass them. He advocated the payment of all debt to kanganyes in the course of four or five years.

With regard to housing, he wanted bigger rooms, 12 x 15. He wanted separate kitchen, separate for each family. Bachelors and married people should be separated, and cast-sentiments respected. In dispensaries he wanted qualified medical men in place of compounders, and a midwife on every estate. For pregnant women reasonable provision should be made for two months. The discharge ticket should be abolished, because when a labourer gives one month's notice his wife and children are sometimes omitted by mistake, and trouble results. He advocated labour representation on the Council by nomination.

He is the editor of a Tamil daily, and was previously a teacher in Tanjore. He has visited 400 estates and lived two months on them at his own cost. In rubber estates work is finished at noon, and there is extra work for over-time. The best tappers can get 8 cents per day, but most labourers can only make Rs 1 or 2 per month over and above the cost of rice supplied to them. Tea estate coolies get on an average 35 to 37 cents, and work ten hours a day, including the time taken for weighing and for grading the leaves. He could not quote the name of any estate on which caste Hindus were compelled to live with pariahs. The cost of living greatly exceeds the wages there. The balance is paid by the kangany or the people starve. The cost of recruiting is more than is shown in the books. In both cases the balance is advanced by the kangany. Employers can use the discharge tickets to prevent the departure of coolies or their employment elsewhere, owing to an agreement among employers. Coolies are worse off in Ceylon than in India. He is not connected with the Ceylon Indian Association, but has lived in Ceylon since 1918. His journal is owned by a company mainly composed of kanganyes and sub-kanganyes. He advocated a Board of Emigration to protect the emigrants, provided that it has an Indian majority. He would fix a minimum wage for rural labour only, Singhal labourers usually demand one rupee per day for work on estates or do piece-work. An elected labour constituency could not be formed unless the qualification was reduced.

He was strongly in favour of separate kitchen which the coolies would like. If his proposals are not accepted, he would advocate restrictions on emigration but not its total stoppage. The reason why coolies go to Ceylon is the cash bonus paid on arrival. There is often no labour in South India after the harvest, and many people on going to Ceylon become entangled and are unable to return. A large number have returned since the abolition of the tundu. This may be confirmed by a reference to the figures given in the confidential monthly review of the Ceylon Labour Commission for January, February and May.

The employer must give a discharge certificate if required, but the reasons of discharge are shown upon it, and they can be used to prevent coolies leaving. Regarding old debts, kanganyes can harass sub-kanganyes, who are not in a position now to put pressure on labourers. Coolies wishing to leave estates must give notice on the first of the month. They sometimes have trouble about giving it. He advocated their right to leave without notice or on a week's notice. More than 50 per cent. of them are caste Hindus. The lowest wage paid to a man is 33 cents. There was no increase of wages between 1892 and 1921. The tea trade is now doing well. Most of the estates pay between 16 and 25 per cent. About 30 to 35 per cent. of the coolies work over-time according to the check rolls of the estates, 25 per cent. of them earn the maximum wage. The minimum for a man should be raised to 50 cents.

B. N. S[ARMA].

Statement by K. Natesa Aiyar of Colombo made on behalf of the Indian Labourers working in the estates of Ceylon.

The condition of the Indian Labourer has not improved even in spite of the recent legislation. Unless the Ceylon planters and the Ceylon Government undertake to remedy the following defects, it would be a sin to allow emigration of Indian Labour to the island :—

- (1) The debts of the labourers must be completely wiped off on the lines suggested in the Draft Ordinance of 1920,

- (2) A minimum living wage must be fixed.
- (3) Housing and sanitary conditions must be considerably improved (improvement to be effected within a fixed certain period).
- (4) Qualified medical aid must be provided on the estates.
- (5) No cash inducements or loans should be offered when recruiting labour.
- (6) Issue of discharge tickets must be penalised.
- (7) Provision of free compulsory education of labourers' children must be made.
- (8) Children under 12 years of age should on no account be made to work.
- (9) A common repatriation fund controlled by a Labour Board, on which at least 50 per cent. of unofficial Indian labour representatives sit, should be instituted.
- (10) Labour must be represented by an unofficial Indian in the Ceylon Legislative Council.

If the above improvements are made, free emigration may be allowed; until then, no concession or deviation in the rules as framed now should be made.

K. NATESA AYAR.

FAMILY BUDGET OF AN INDIAN LABOURER IN CEYLON. (AT PRESENT.)

An able-bodied intelligent labourer and a quick plucking woman in a tea estate can on an average get 40 cents, and I take this figure, as the check roll average of many estates is between 40 to 50 cents. Check roll average includes in almost all cases the head money of 6 cents to the Kanganies and in most cases the Kanaka Pillay's salary. So 40 cents. is a pretty high figure and I take this to be on the *safer side* :

Income per month.

	R
26 days at 40 cents. for husband and wife	20.80
Less 1 sick day for each . . . . .	.80
	20.00

Expenses per month.

	R
Rice 1½ bushel at R8	10.50
Washer man and Barber . . . . .	.45
Condiments	7.50
Clothing at R60 per year	5.00
	23.45
Net deficit	3.45

N. B.—(1) No more than 40 per cent. of the labourers do get this 40 cents average. Others get much less than this.

(2) The bonus (as they call it) for good attendance for 22 days is generally received by 40 per cent. of the labourers. I have known in Estates with 500 to 1,000 coolies, drawing cheques for R175 to 200 and 500 to 600 for paying this bonus.

(3) In spite of the bonus and the other inducements, the percentage of attendance is low and it is due to bad food and insanitary conditions in the estates :—

Details of expenses under condiments.

Dhall, 1 Madras measure	70 cents.
Salt	10 "
Oil, for seasoning, etc., ¼ bottle	40 "
Oil, for lighting, 2 bottles	50 "
Tamarind, 2 lbs., Turmeric, Onions, Pepper, Chillies and Masalas, etc.	1.50 "
Dried fish	55 "
	3.75

Firewood and water are supplied free.

Details of clothing, etc., for year.

3 Dhoties	12-00
3 Towels	4-50
1 Coat (secondhand)	5-50
2 Banians	3-00
1 Cumblie	3-25
2 Saries	16-00
1 Cumbly	3-25
Dipavali	3-00
Pongal	2-00
Swami Worship	2-50
Total R	55-00

The above is given at prices ruling in 1912-14 an increase of Rs 5 is made for 1922.

N.B.—In up-country where there is incessant rain* 2 saries and 2 dhoties are not sufficient. Tea plantations are situated in districts above 2,000 to 6,000 feet, and so there is a necessity for the labourer to be provided with coat and banians.

(2) Medical aid though said to be free yet the labourers go in for Indian medicines as many estates have no dispensary independently, and as many labourers have no confidence in the medicine given by unqualified medicoes. Yet such expenses have not been provided for.

(3) Travelling expenses once at least in two years or on the marriage or on the death of any nearest relations in India are not also included.

(4) A typical family is taken as husband and wife without providing for their children, if any.

(5) Rice allowances for children :—

No rice allowance is given for one child.

For two children 1½ Kottus to 2 Kottus are given.

For three children 2 to 2½ Kottus are given.

(1 Kottu = ⅓ Madras measure).

(6) Sick rice allowances :—

No labourer is given any sick rice unless he is sick for 6 days continuously.

For those who are sick for over 6 days ⅓ bushel is given. (1 Bushel = 19 Madras measures.)

Systems differ in different districts. I have given the systems that is in vogue in majority of estates.

K. NATESA AIYAR.

Wages as prevailing in Ceylon (Tea Estates).

The system of giving wages in estates is an intricate one and interested parties may be able to mislead those who are not in the know of the practical working of the check rolls in estates. I, therefore, wish to place before the Committee how the wages are calculated and paid :—

Wages for boys between 8 and 15.

Boys and girls between 8 and 12 are given moss removing and weeding	15 to 20 cents.
Boys and girls between 12 to 15 are given plucking — will pluck between 10 to 20 lbs.	At 1, 1½, 2 cents per pound of green leaf, according to season.

Men.

Miscellaneous work	{ 35—37 cents new rates. 33—35 „ old rates.
Pruning, etc.	{ 40—45 „ new rates. 37—40 „ old rates.
Factory labourers	45—50—55, no change.

In an estate employing say 500 labourers, 250 will be men, about 50 to 100 children and 150 to 200 will be women—of this 250 about 30 males and an equal number of women and boys will be in factories.

100 male labourers will be getting 40 cents and above and the rest below 40 cents. Wages differ upon the nature of work. Thus, it will be seen that majority of labourers will be getting only minimum wages.

Women.

Women are given at the rate of 25, 27, 30 and 32 cents according to nature of work. Most of the estates employ women for plucking and pay 1, 1½, and 2 cents per pound of green leaf, and it will be said that a quick woman can pluck 40 to 50 lbs. and earn R1 a day. This happens not even in 5 per cent. of the cases.

It must be remembered in this connection that an allowance (as they call it) in weighing the green leaves a deduction of 10 to 20 per cent. is made to make up for the payment to Kanakapillay and coolies employed for weighing the leaves, labourers employed in carrying the leaves to the factory, the labour allowance given to Kangany, conductor, tea-maker, etc. This happens in every estate but the percentage alone varies. Thus, it will be seen that the labourers do not get even their right wages.

Check roll average.

Check roll averages differ in different districts not much on account of difference in wages but on account of different ways of making up the averages.

The systems in vogue are:—

- (1) Kanganies' head money of 6 cents is added universally.
- (2) Kanakapillays' salary is included in most cases.
- (3) When cash plucking is added the check roll average shows a higher figure invariably.
- (4) Bonus of 5 to 6 cents are also added in check roll, and the average swells up. An average of 10 to 15 cents will have to be deducted from the check roll averages given, to find out the true amount that goes to the pocket of the labourer. When the check roll average is given it must be taken with caution.

Sub-Kanganies.

It must not be forgotten now that the condition of the sub-kanganies, who are the recruiters, is better. We can take on an average that for every six to seven coolies there is a sub-kangany. These sub-kanganies are paid a monthly salary ranging between R20 to 25 or 50 to 55 cents a day and in addition he gets 4 cents per day per head on his coolies. It is the position of these sub-kanganies that attracts labourers to the island. Every labourer when he comes to Ceylon comes in the hope of becoming a sub-kangany but he is duped in the end. There are over 25,000 to 30,000 sub-kangany recruiters and every one of them will be able to bring in one and two of his relations to the Ceylon plantation for the sake of a bonus of R5 per head and a head money of 4 cents and, so it is no wonder that large numbers are every day coming to Ceylon. It must not, therefore, be taken that the bright prospects attract them in Ceylon.

K. NATESA AIYAR.

The deputation did not recommend separate kitchens in all the lines. The coolies did not want it.

They suggested the following objections to the institution of a minimum wage:—

- (a) Estates vary greatly in conditions according to their situation, and wages vary on different estates.
- (b) The price of the product is constantly fluctuating and wages must move with the market. Constant revisions would be necessary.
- (c) There will be difficulties in applying the minimum wage to one class of labour only, leaving the remainder unrestricted.
- (d) Regulation of wages implies regulation of the day's work. The employee must be bound down to do a certain quota of work to correspond with the minimum wage, or to work for a certain number of hours.
- (e) It is unfair to impose a minimum wage in Ceylon while none is imposed in India.
- (f) The minimum tends to become the maximum.

In early days, some rubber estates paid 100 per cent. Now, most of them are paying nothing, though a few of the best are paying up to 8 or 9 per cent. Tea is in a better condition, but is still clearing off losses due to bad market and the high price of rice. They pay 5 to 15 per cent. on the average at present. Coolies are expected to work from 6 A.M. to 4 P.M.

with two hours off. Task work is finished sooner. Indian labour is imported because it is continuous and more satisfactory than Singhal. Recruiting is chiefly required for new emigrants. 50 per cent. of the labour entering Ceylon is old labour returning to the island. The remainder are people going across to better themselves. Government contributed to the cost of the Commission in order to help in starting it last year during the slump; but it is not likely to do so again. There is no Government control over the Commission's work at present. The deputation agreed to furnish statistics showing the attendance of children at schools on estates, etc. They challenged the memorial of the Ceylon Indian Association as inaccurate and instanced several points; *e.g.*, paragraphs 13 and 14.

They would not object to the production of recruits before the village headman. The difficulty in producing them before the Tahsildar lies in the delay and difficulty of arranging to put them up and feed them. They mentioned one tahsil where 103 men were produced by 25 recruiters in one day. In this tahsil there was only one Sub-Magistrate. In cases of doubt the agents insisted on a certificate of marriage or relationship from the headman. Recruitment is a family arrangement and should not be subject to official interference. Licenses of kanganyas requiring the counter-signature of a Magistrate would be most troublesome. Any constable could call any kangany to produce his certificate.

The constitution of the Legislative Council was amended in 1920, but is now under reconsideration. Previously, there was no Indian member; now there is one nominated member. Planters would have no objection to adding one or more Indians if it could be done consistently with the claims of other communities. They agreed to furnish information regarding the money sent through the Post Office in planting districts to India. It is becoming more common for good coolies to work directly under the superintendent, and in such cases they get the head money themselves. Planters prefer this. Registered notice by post would be quite welcome. It is not true that planters make difficulties about receiving notice.

The bonus paid to the cooly on his arrival is about R5. The kangany also receives about R5 bonus over and above the expenses some six months later. Bonus is not disallowed in the case of relatives. A man will ordinarily not go to India more than twice in five years. A list showing the number of A Forms put in by kanganyas was handed in. The total rejections in 1920 were not caused mainly because so many unsuitable people were brought in by recruiters but because the labour was not wanted owing to the slump in trade. These rejections numbered some 10,000, including unrecruited labour. There will be no objection to informing the village munsif when a recruit is taken from a village so that he may verify the circumstances. There are only 22 Unions and 7 Taluka Boards in the Trichinopoly District with a population of 2,000,000. It is not practicable to produce all recruits before the Chairmen of these Boards since they are limited in number and are non-officials. A Sub-Magistrate would be preferable to a non-official. They agreed that it was desirable that recruits should be examined, if at all, as near to their place of origin as possible. The Commission has 18 agencies, every one of which is situated at a centre at which there is a Magistrate. There is no objection to Magisterial inspection provided that the coolies need not be taken before Magistrates. The Ordinance abolishing indebtedness was strongly opposed by kanganyas. Neither they nor the planters have now any grave objection to the abolition. The planters as a body would assist legislation to legally prevent recovery of debt. In estimating the cost of living the deputation have not allowed for festivals or religious donations. By a private agreement with the Planter's Association of India the Commission did not recruit near the place where the former Association had old connections. Opinion among the planters is very divided on the question of closing liquor shops. The Colonial Government would object to an arrangement which required the permit to recruit being counter-signed by a Magistrate in Ceylon owing to the inconvenience and lack of personal knowledge. There is little risk of any attempt to over-recruit in order to bring down wages. There is now more work than labour. They would object to a numerical limit on the number of emigrants. The deputation would consider whether they have any suggestions to make as to how to prevent wages falling. In times of slump estates do not dismiss their labour so long as they can possibly keep them. Many old people stay in Ceylon and are pensioned by estates or given light work. No man is bound to ask for a discharge certificate nor is any employer legally debarred from employing him. But employers are naturally reluctant to employ a man without discharge certificate, which mentions the reasons of discharge. There is no legislation against unions of labour and some exist, *e.g.*, on the railways. Wages are not kept back, but are paid about the 15th of the following month as a rule. Weekly wages would be troublesome to the employer and not popular with the coolies. It has been tried, but coolies do not come for it. They agreed to furnish the names of the 60 estates from which the wage statistics were obtained. The conditions on the A Form are explained to the coolies on recruitment, and the minimum and maximum wages are shown upon it; but the amount of work which must be done to earn this wage is not stated. Two families are not now kept in one room. People who are ill are not paid wages but are looked after and maintained. Government hospitals are usually 10 or 12 miles apart, and in the low country there are more estate hospitals. Mr. Villiers has 900 labourers on his estates and a hospital with 24 beds, which are never full. A bushel of rice costs the cooly about R6 at present. A man on the lowest reported wage would, therefore, be receiving in cash only R3 after the cost of rice had been deducted. Magic lantern views of Ceylon and handbills are distributed to attract fresh coolies but are not necessarily inconsistent with the patriarchal system of recruitment. Coolies go from one estate to another usually in

family groups. A petty recruiter who brings over a few friends and relations does not belong to the class of kangany who could fairly be called a monster.

Statement showing the number of A. Forms received :—

During 1912	24,526
" 1913	27,723
" 1914	20,591
" 1915	21,447
" 1916	26,130
" 1917	11,207
" 1918	8,661
" 1919	22,367
" 1920	13,446
" 1921	6,161
" 1922 (January-July)	8,855

The Standing Emigration Committee met in "the Gorton Castle" Secretariat on September 2nd, at 3-30 p. m.

While not expressing any opinion on the question whether there is a surplus labour population in Madras available for emigration, they recognised the fact that emigration to Ceylon existed at present, and proposed, therefore, to consider not whether it should be stopped but how to secure fair conditions for emigrants.

They proceeded to consider the objections raised by the deputation to conditions 1, 2 and 4, and decided that conditions 1 and 2 should be adhered to. They also confirmed condition 4, subject to the proviso that the common fund might be raised and managed in such a manner and by such agency, as might appear suitable to the Colonial Government.

With regard to rule 23 to which the deputation objected, the Committee decided that emigrants should be produced before the village munsiff before leaving the village, and should be supplied by him with a certificate that he had informed the family and ascertained that the emigrant understood the conditions on which he was leaving the country.

The Committee decided that a basic wage should be fixed, the official members not voting. In fixing the wage the following factors should be taken into account :—(a) it should allow a margin for savings, for sickness, and for old age; (b) it should be sufficient to maintain a labourer in tolerable comfort, according to his standard of living, and that regard should be had to the fact that a male may have to provide for a family; (c) the recommendation of the Inter-Departmental Committee as to the method of fixing a minimum wage should be taken into account. The wage should be fixed by a Board and should vary according to localities. The Committee expressed no opinion regarding the composition of the Board which was left to negotiation. The basic wage should be insisted on for estate labourer only, but the Ceylon Government would, of course, be free to extend it to other industries if they so wished.

The Government of India should open negotiations with the Government of Ceylon with a view to legislation, introducing the basic wage fixed on the above principles, as soon as possible.

The Colonial Government should be asked to make provision for the cost of returning emigrants to India in the case of (a) sick men, (b) men thrown out of employment, owing to retrenchment in times of industrial depression.

In the case of Ceylon, rule 23 should be modified by providing for production before a Magistrate at the port of embarkation, provided an agreement was reached on other points.

The clause in rule 5 (ii), requiring emigration agents to be paid a fixed salary, might be omitted, provided that the area within which a Kangani was authorised to recruit, and the number of recruits that he was licensed to secure, were strictly limited. Mr. Hullah was authorised by the Committee to discuss this with the Ceylon deputation, and to arrive at some suitable arrangement.

Secretary was asked to ascertain whether Indians were eligible for employment in the Ceylon Civil Service.

The Standing Emigration Committee met at 4-30 p.m., on September 4th. All members except Mr. Lalubhai Samaldas, were present.

2. Honourable Member communicated to the deputation the substance of the decisions arrived at by the Committee on September 2nd.

3. He stated that negotiations on the subject of a basic wage should take place at an early date with a view to an arrangement being arrived at, if possible, before the draft notification under section 10 could be laid before the two Houses, so as to enable the Government of India to reach conclusions satisfactory to all and to carry the Councils with them.

4. He also stated that the Committee would be willing to relax the rules about production before a Magistrate if and when complete agreement regarding the conditions was arrived at. There must, however, be suitable safeguards when the recruit is brought from some distant district to the port of embarkation before he leaves his district. The deputation urge that the village munsiff should not be empowered to stop emigrants leaving the village altogether at the instance of their wives and families. In the case of single women and minors, the Labour Commission already insist on a munsiff's certificate, in order to check abduction. The objection to any procedure making a certificate by the munsiff necessary is certain to lead to corruption. There should be an appeal from the veto of the munsiff with regard to men, women and children to the District Magistrate. Some of the members requested that the Committee might be supplied with copies of the confidential monthly circular of the Labour Commission. They undertook to consider this.

5. The deputation undertook to consider whether some method could be suggested by which labour other than estate labour could be exempted from condition (2) without giving rise to evasion. They also pressed that skilled labour should be entirely exempted from the provisions of Chapter IV, and Honourable Member agreed to consider this request.

6. Honourable Member also agreed to consider the omission of the word "independent" in condition (1).

7. With regard to the minimum wage, several members of the Committee requested the Ceylon Government—

(a) to agree to the principle of a basic wage; and

(b) to agree generally on the machinery for giving its effect.

8. This agreement must be reached before the notification is placed before the Legislature. But the deputation urged that the Ceylon Government must first be given time to make an enquiry, and might possibly be able to convince Government of India that such a regulation would cause considerable hardship. They suggested the immediate appointment of a committee of enquiry with an Indian representative upon it, but urged that emigration should not be stopped before the report of the Committee was ready and had been considered by the two Governments concerned.

9. As an alternative, they suggested that the Ceylon Government should compel every planter to furnish a return of the wages now paid, and to prohibit them from paying less than the present figure. This would meet Mr. Joshi's point that labour might be over-recruited in order to bring down wages. They supplied figures of coolies going to and from Ceylon from January to August 1922 (Appendices A and B). They explained that the great increase that had taken place since last May was due to the ordinary seasonal conditions. Recruiting is always much heavier in the summer months. They urged that labour had already been unsettled by the abolition of the tundu, that trade was bad, and very few of the estates could stand an increase in wages. The introduction of a minimum wage would unsettle the whole labour market. Rubber companies are now in a worse position than tea companies, but most of the companies own estates of both classes. Rubber estates pay higher wages because their climate as a rule is worse, and they have to attract labour from the tea estates which have old established connections. Most work on rubber harvest is done by men. The deputation urged that the munsiff in giving a certificate to an emigrant should be empowered to withhold it on the following grounds only:—

(a) fraud;

(b) undue influence;

(c) coercion; and

(d) misunderstanding of conditions.

The deputation urged that a reference should only be made to the local Magistrate in the case of an objection being raised, and that, otherwise, if the emigrant had a clean bill he should be allowed to leave the village without any certificate. They pointed out that some village munsiff's were themselves landholders.

10. They undertook to draft the amendment to the rules which they proposed, and to discuss these with the Secretary, Revenue and Agriculture Department.

APPENDIX—A.

Analysis of coolies arrived at Dhannishkodi from Ceylon from 1st January to 25th August 1922.

Months.	A Form holders.	Tin ticket holders, including indent slip.	No credentials.	TOTAL.
January	460	27	1,040	1,527
February	618	602	1,054	2,274
March	1,087	1,321	1,881	4,289
April	1,497	874	3,636	6,007
May	1,584	1,004	1,461	3,999
June	2,000	1,898	2,904	6,802
July	1,824	801	990	3,615
August (1-25)	1,576	450	920	2,947
	10,596	6,977	13,836	31,459

APPENDIX—B.

Statistics of coolies (old and new) despatched to Ceylon during January to August 1922.

Months.	Old coolies.	New coolies.	TOTAL.
January	361	663	1,024
February	1,329	723	2,052
March	1,920	888	2,808
April	1,974	1,312	3,286
May	4,236	3,588	7,824
June	4,593	5,751	10,344
July	4,764	5,860	10,624
August	4,454	6,195	10,649
TOTAL	24,131	24,980	49,111

The Emigration Committee met at 2 P. M. on September 21st, in the Legislative Assembly Committee Room. The following members were present:—

1. The Honourable Rao Bahadur B. N. Sarma (Chairman).
2. J. Hullah, Esq., I.C.S., M.L.A.
3. The Honourable Sir Ahmedthamby Maricair.
4. Bhupatiraju Venkatapatiraju Garu, Esq., M.L.A.
5. Rai Girischandra Nag Bahadur, M.L.A.
6. Munehi Ishwar Saran, M.L.A.
7. Wali Mahomed Hussanally, Esq., M.L.A.
8. N. M. Joshi, Esq., M.L.A.
9. The Honourable Mr. Lalubhai Samaldas, C.I.E.
10. Rao Bahadur Tiruvenkata Rangachariar, M.L.A.
11. R. B. Ewbank, Esq., I.C.S. (Secretary).
12. The Honourable Mr. Raza Ali.

The Committee resolved that the next meeting should be held three or four days before the date fixed for the opening of the next session of the Legislature.

The resolved that the Ceylon Government should be asked to make an enquiry into the question of fixing a basic wage subject to a minimum, and of the cost of living in relation to the rate of wages now paid. In the meantime, the Government of India should do its best to secure an improvement in wages. On the receipt of the report suggested above, the Emigration Committee would have to consider the findings and to decide whether to ask for a joint committee to settle what should be the rate of wages, and other details.

FINANCE DEPARTMENT.

NOTIFICATIONS.

LEAVE AND APPOINTMENTS.

Simla, the 3rd August, 1922.

No. 1595-F.E.—In line 2 of Finance Department Notification No. 1280-F.E., dated the 22nd June 1922, regarding Mr. A. S. B. Bayley, an Officer of the Indian Audit and Accounts Service, published on page 716 of *Gazette of India*, Part I, dated the 24th June 1922, delete the word 'provisionally'.

No. 1596-F.E.—In supersession of paragraph 1 of this Department Notification No. 2534-F.E., dated the 8th December 1921, and Notification No. 426-F.E., dated the 9th March 1922, published in the *Gazette of India*, Part I, dated the 10th December 1921 and the 9th March 1922, respectively, Mr. C. S. B. Sinclair, Chief Auditor, Eastern Bengal Railway, has been granted combined leave preparatory to retirement, with effect from the 25th November 1921, for one year and eight days, *viz.*, privilege leave for one month and five days, furlough on average salary for 2 days up to 31st December 1921, thereafter leave on average pay for 6 months and 24 days, and in continuation leave on half average pay for the remaining period.

No. 1597-F.E.—In supersession of paragraph 1 of this Department Notification No. 854-F.E., dated the 4th May 1922, published on page 539 of *Gazette of India*, Part I, of the 6th May 1922, Mr. T. H. Puce, Deputy Accountant General, Central Provinces, has been granted leave on average pay (privilege leave) for two months and 7 days, with effect from the 18th April 1922.

No. 1598-F.E.—Mr. Yaqub Shah, Assistant Auditor, North Western Railway, has been granted leave on average pay for one month, with effect from the 4th July 1922.

J. E. C. JUKES,

Offg. Secretary to the Government of India.

DEPARTMENT OF REVENUE AND AGRICULTURE.

NOTIFICATIONS.

AGRICULTURE.

Simla, the 31st July, 1922.

No. 663-167.—Mr. P. T. Russell, Superintendent, Cinchona Cultivation, Burma, has been granted an extension of leave on average salary for one month, with effect from the 1st August 1922.

EMIGRATION.

The 28th July, 1922.

No. 392-R.A.—The following draft of the rules which it is proposed to issue in exercise of the powers conferred by section 24 of the Indian Emigration Act, 1922 (VII of 1922), is published, as required by sub-section (1) of the said section, for the information of all persons likely to be affected thereby, and notice is hereby given that the draft will be taken into consideration by the Governor General in Council on or after 31st October 1922.

2. Any objection or suggestion which may be received from any person with respect to the draft before the date fixed aforesaid will be considered by the Governor General in Council.

DRAFT RULES.

Definitions.

1. The following words in the rules shall bear the meaning specified against them.

(a) "The Act" means the Indian Emigration Act, 1922 (No. VII of 1922).

(b) "Protector" means the Protector of Emigrants.

(c) "Medical Inspector" means the Medical Inspector of Emigrants.

(d) "Schedule" means the Schedule appended to these Rules.

(e) "Labourer" means any person performing unskilled work.

(f) "Magistrate" means any magistrate exercising jurisdiction over the area from which emigration takes place.

PART I.

RULES REGARDING EMIGRATION OF UNSKILLED LABOUR.

I.—Emigration Staff.

Emigration Commissioner.

2. (1) The Government of every country to which emigration is lawful shall, unless expressly exempted by the Government of India, appoint a person to be called the Emigration Commissioner for one or more of the ports from which labourers for the country are embarked.

(2) The appointment of an Emigration Commissioner shall not take effect until the Government of India, by notification in the official gazette, has declared its approval of the appointment.

(3) The remuneration to be given to the Emigration Commissioner shall not depend on, or be regulated by the number of labourers sent by him, but shall be in the nature of fixed salary.

3. The Emigration Commissioner shall—

Duties of Emigration Commissioner.

(a) be responsible for the diffusion of correct information regarding the country represented by him and for all arrangements for securing emigrants and assisting them to emigrate to that country; and

(b) control and be responsible for the operations of all persons engaged by him or under his orders for propaganda work connected with emigration to the country by which he is appointed or for assisting labourers to emigrate to such country.

Inspectors of Emigration.

4. (1) The Emigration Commissioner shall, with the approval of the Local Governments concerned, divide into circles the area from which he wishes to secure emigrants for unskilled work. For each circle he shall appoint an Inspector of Emigration whose duty it shall be to supervise the work of all persons engaged in assisting or inducing labourers to emigrate to the country which he represents.

(2) The salary of an Inspector of Emigration shall be fixed and shall not depend on the number of emigrants obtained from his circle.

5. (1) The Emigration Commissioner may appoint as many persons as he may consider necessary for propaganda work and for assisting labourers to emigrate. Such persons shall be called Emigration Agents.

(2) Emigration Agents must be men of good character and respectability and should whenever possible be men who have actually worked in the country for which they are employed. They shall be paid a fixed salary which shall not depend on the number of emigrants recruited by them.

(3) No Inspector of Emigration appointed under Rule 4 may be appointed an Emigration Agent.

6. (1) Every Emigration Agent must be in possession of a valid license in Form No. 1 in the Schedule issued to him by the Emigration Commissioner.

(2) License shall be valid for a period of one year only, but may be renewed, if necessary, by the Emigration Commissioner for periods of three months at a time.

(3) The number of persons whom such license will authorize an Emigration Agent to assist to emigrate shall be specified therein.

(4) Copies of all licenses issued by him shall be sent by the Emigration Commissioner to the District Magistrate of every district in which the Agent is authorized to carry on his work.

7. No person, except under and in accordance with a license granted under Rule 6, shall induce or attempt to induce, any person to emigrate or to attempt to emigrate or to leave any place for the purpose of emigrating.

8. No person shall enter into, or attempt to enter into, any agreement with any person purporting to bind him to emigrate.

9. An Emigration Agent shall not recruit in a district for which he holds a license unless the license has been countersigned by the District Magistrate.

10. If a District Magistrate has satisfied himself, after such enquiry as he thinks necessary, that an Emigration Agent desiring to recruit in his District is by character or from any other cause, unfitted to be a recruiter under the Act, he may after giving such agent an opportunity of being heard, and after recording his reasons in writing refuse to countersign an Emigration Agent's license under Rule 9.

11. If the District Magistrate, having countersigned an Emigration Agent's license under Rule 9, afterwards finds reason to think that such Agent is, by character or for any other cause, unfitted to be an Emigration Agent under this Act, he may require him to produce his license, and may after giving such Agent an opportunity of being heard, if satisfied in this respect cancel the countersignature on it, or may impound the license and send it for cancellation to the Protector of Emigrants.

12. When a District Magistrate countersigns or refuses to countersign a license under Rule 9 or 10 as the case may be or cancels the countersignature on it under Rule 11 he shall at once report such countersignature, refusal countersignature, or such refusal or cancellation, to the Emigration Commissioner who granted the license.

13. Where a license is limited to a sub-division or any part thereof the powers and duties imposed by Rules 9 to 12 shall be exercised and performed by the Sub-divisional Magistrate.

14. (1) If any instance of misconduct, or disregard of these Rules or of the conditions of his license on the part of an Emigration Agent comes to the notice of a magistrate, he shall at once report it to the Protector of Emigrants who may on this ground after giving such Agent an opportunity of being heard cancel or suspend any license granted under Rule 6.

(2) The Protector may, after giving such Agent an opportunity of being heard, cancel or suspend a license granted under Rule 6 on the ground of misconduct or disregard of the Rules or of the conditions of the license, that comes directly under his own notice.

(3) Whenever a license is cancelled by the Protector under sub-rule (1) or (2), notice thereof shall be sent at once to the Emigration Commissioner who issued it.

15. Every Emigration Agent shall produce the license granted him under Rule 6 when called upon to do so by any magistrate or officer in charge of a police station. Should such magistrate desire to endorse on the license any remark concerning such Agent he shall be entitled to do so, and such remark shall be reproduced on all subsequent licenses issued to him until expunged by order of the Local Government, or of the District Magistrate to whom such magistrate or officer is subordinate.

II.—Statement of information to be supplied to emigrants.

16. (1) An Emigration Agent shall furnish to every person whom he attempts to induce to emigrate a copy of the statement specified in sub-rule (2). A formal receipt therefor shall be obtained by the Emigration Agent from each intending emigrant.

(2) The statement shall be printed both in English and in the vernacular language or languages of the local area, in which the Emigration Agent operates in a form prescribed by the Emigration Commissioner and shall *inter alia* contain information on the following points:—

- (i) Climate of the country.
- (ii) Kind of work open to emigrant.
- (iii) Hours of work. Rest days allowed.
- (iv) Wages offered and the deductions (if any) made from them.
- (v) Arrangements for housing and treatment during sickness.

(vi) Cost of living in the country for a labourer. Whether rations cooked or uncooked are supplied and if so whether free or at a price.

(vii) Duration of the journey from India to the country. Arrangements made for journey.

(viii) Conditions of repatriation.

(ix) Facilities afforded in the matter of education, grants of land for cultivation and the observance of religious rites.

(x) Special punishment, if any, for labour offences.

(3) No statement shall be brought into use by the Emigration Commissioner until he has through the Local Government obtained the approval thereof by the Governor General in Council.

III.—Places of accommodation in areas in which emigrants are obtained.

17. In every district where the Local Government considers it necessary, the Emigration Commissioner shall provide sufficient and proper accommodation in a suitable place for such intending emigrants as he may collect pending their production before a magistrate and removal to the port of embarkation.

18. (1) The accommodation provided under Rule 17 shall be considered sufficient if the intending emigrants are kept in such a manner as would be regarded as comfortable by persons of their condition in the district in which they are obtained. The following points shall however invariably be observed:—

(a) cleanliness, both of premises and of inmates,

(b) sufficiency of accommodation for the largest number of persons likely to be located in the place at one time. The number that the premises are capable of holding will be determined by the District Magistrate or the Protector and inscribed on a board conspicuously hung up for the information of visiting officers,

(c) a plentiful supply of good water within a reasonable distance,

(d) proper conveniences for purposes of nature and bathing,

(e) the exclusion of all women who are not emigrants or intending emigrants without special permission of the Emigration Commissioner,

(f) the provision of separate accommodation for women when desired by them or local or racial custom requires it,

(g) arrangements for the prevention of the outbreak of infectious diseases and of reporting outbreaks to the district medical officer,

(h) the keeping by the person in charge of an inspection book in which any persons inspecting the place may write their remarks.

(2) The Local Government may prohibit the use of any premises which it considers unsuitable and may require any improvements or alterations specified by it to be carried out as a condition of their continued use.

Inspection of and visits to places of accommodation.

19. (1) The District Magistrate shall arrange that a magistrate shall at least once a month visit and inspect every place of accommodation provided under Rule 17.

(2) The Local Government in a Presidency town and the District Magistrate elsewhere shall appoint a visiting committee composed of non-officials for the purpose of inspecting places of accommodation provided under Rule 17 and it shall be the duty of every member thereof to visit such places at such intervals as the Local Government or District Magistrate, as the case may be, may determine.

(3) Any authorised person inspecting a place of accommodation may record his remarks in an inspection book to be provided by the Emigration Commissioner. A copy of such remarks shall be forwarded at once by the Emigration Agent to the Emigration Commissioner and to the District Magistrate.

(4) The places of accommodation shall be open to inspection by any district and sub-divisional officers and by any non-officials appointed under sub-rule (2) and all members of district, taluk, or local Boards within whose jurisdiction such places are situated, and Emigration Agents or other persons in charge of these places shall afford every authorised visitor every facility for visiting and inspecting them.

(5) Friends and relatives of the intending emigrants shall be permitted to visit places of accommodation and be allowed to converse with them and to induce any of them not to emigrate.

IV.—Restrictions on recruiting by Emigration Agents.

Operations not to be extended to pilgrim centres. 20. Emigration Agents shall not carry on their operations in pilgrim centres during times of pilgrimage or festivals.

Persons below the age of 18 years and women unaccompanied by a relative not to emigrate. 21. No person below the age of 18 years not accompanying one of his parents or his guardian and no woman unaccompanied by a relative over 18 years of age shall be assisted to emigrate.

Restriction on emigration of single men. 22. The number of unmarried men or men unaccompanied by their wives who may be assisted to emigrate to any one country in any one year shall not exceed one to every five persons over 18 years of age so emigrating :

Provided that the Governor General in Council may exempt any specified country from this Rule or may at his discretion modify the ratio fixed thereby.

V.—Production before a magistrate.

23. (1) Prior to despatch to the port of embarkation every intending emigrant shall be produced before a magistrate appointed in this behalf by the Local Government and such magistrate may examine such emigrant regarding his reasons for emigrating and his knowledge of the conditions on which he is going. The Emigration Agent shall not be present at any such examination. Emigrants originating from the port of departure itself shall be produced before a Presidency or other magistrate appointed in this behalf at the port. Product: of emigrants before magistrates.

(2) The Emigration Agent shall submit in triplicate to the magistrate a nominal roll in Form No. 2 in the Schedule of the persons whom he proposes to assist to emigrate.

24. (1) On production of intending emigrants before a magistrate under Rule 23(1) the magistrate shall check the persons so produced with the nominal roll forwarded to him under Rule 23(2) and shall examine them in order to satisfy himself that the Act and these Rules have been complied with. Magistrate to nominal

(2) If on examination of any intending emigrant he finds—

- (a) that (where such person is below the age of 18 or is a woman) he bears to one of the other intending emigrants not so disqualified the relationship stated in the roll;
- (b) that in all other cases—
 - (i) he has been recruited by a licensed Emigration Agent,
 - (ii) he is willing to emigrate and understands the statement of information supplied to him under Rule 16,
 - (iii) he has not been induced to emigrate by any coercion, undue influence, fraud, misrepresentation or mistake.

such magistrate shall record in the three copies of the roll that such person is permitted to emigrate.

(3) If the magistrate is of opinion that any intending emigrant or any of his dependents should not be permitted to emigrate, he shall record on the copies of the roll a remark to this effect, stating his reasons.

(4) If the magistrate feels any doubt as to the alleged relationship of any dependent he may make further enquiry and call for further evidence before recording his orders on the roll.

(5) One copy of the roll shall after check under sub-rule (1) and after such amendments as are necessary be filed in the office of the magistrate and the remaining two copies handed to the Emigration Agent for submission to the Protector at the port of embarkation and the Emigration Commissioner.

25. No person rejected under Rule 24(3) shall be permitted to emigrate and every person so rejected shall, with his dependents, if any, be returned to his home, at the expense of the Emigration Agent. Rejected grants.

26. (1) Any person desiring to emigrate and claiming to be exempted from the provisions of the Act and these Rules relating to emigrants may appear before a magistrate with evidence, oral or documentary, that he is not an "emigrant" within the meaning of section 2 (b) (i) or 2 (b) (ii) of the Act (as the case may be) together with (in the case of a person claiming to be so exempted on the ground that he has already resided in the country to which he is desirous of emigrating) documentary evidence of his identity purporting to be attested by a magistrate in such country:

(2) The magistrate, after such enquiry as he thinks necessary, shall if satisfied that the applicant is not an "emigrant" to such country within the meaning of section 2 (b) (i) or (ii), as the case may be, grant him a certificate to that effect and shall endorse the documentary evidence of identity (where such is produced).

(3) A certificate granted by a magistrate and the documentary evidence of identity endorsed by the magistrate under sub-rule (2) shall, if produced before any magistrate, authority or officer acting under this Act, not later than six months after the granting thereof, be conclusive proof that the person named therein is not an "emigrant" to the country specified therein within the meaning of the Act.

VI.—Conveyance of emigrants to the port of embarkation.

Despatch of persons permitted to emigrate.

27. Every person permitted to emigrate under the Act or these Rules must be conveyed with all convenient despatch, by or under the orders of the Emigration Agent to the place of accommodation established under Rule 30.

Competent person to accompany emigrants to port of embarkation.

28. (1) When an emigrant has been examined under Rule 24 at a place beyond the limits of the port of embarkation, he must while proceeding to the port be accompanied throughout the journey either by the Emigration Agent himself or by a competent person appointed in that behalf by the Emigration Commissioner.

(2) The Emigration Agent or the person so appointed shall, throughout the journey, provide the emigrant with proper and sufficient food and lodging, if necessary.

VII.—Non-recruited emigrants.

Non-recruited emigrants.

29. (1) Persons who desire to obtain assisted passages, but do not desire the assistance of Emigration Agents, may apply direct to the Emigration Commissioner of the country to which they wish to proceed. The application shall be accompanied by a certificate in Form No. 3 in the Schedule from a local magistrate.

(2) If the Emigration Commissioner agrees to grant assisted passages to any persons applying to him under sub-rule (1), they may be assisted to proceed to the place of accommodation established under Rule 17 and shall be dealt with thereafter in the same manner as persons assisted to emigrate by Emigration Agents.

VIII.—Places of accommodation at the port of embarkation.

Places of accommodation at port of embarkation.

30. Every Emigration Commissioner shall establish at every port for which he is appointed or at any other convenient locality approved by the

Local Government a suitable place of accommodation for the reception and lodging of emigrants before embarkation for the country for which he is Emigration Commissioner, and shall provide all necessary food and clothing for all emigrants during their stay at the place.

31. A place of accommodation established under the preceding rule shall not be used for the reception and lodging of emigrants until it has been inspected and approved by the Protector and the Medical Inspector and a license for its use has been granted by the Protector in Form No. 4 in the Schedule.

32. The Protector may at any time cancel a license granted under Rule 31—

- (a) if he considers that the place licensed has become unhealthy, or has in any respect become unsuitable for the accommodation of emigrants, or
- (b) if the Emigration Commissioner failed, after reasonable notice, to comply with any of the requirements of these rules in respect of such place.

33. The arrival at the place established under Rule 30 of each emigrant shall immediately be reported by the person in charge to the Emigration Commissioner who shall submit a weekly return of such arrivals to the Protector.

34. (1) The Protector and the Medical Inspector shall, from time to time, and at least once in every week during which any emigrants may be kept in any place, inspect the emigrants and examine the state of such place, and the manner in which the emigrants therein are lodged, fed, clothed and otherwise provided for and attended to.

(2) The Protector and the Medical Inspector shall, in their inspection and supervision of the places, comply with the directions framed for their guidance by the Local Government.

35. A resident medical officer, approved by the Medical Inspector, shall be appointed for each place of accommodation established under Rule 30 by the Emigration Commissioner, and his name shall be registered in the Protector's office. He shall keep a hospital register in Form No. 5 in the Schedule and shall place it before that officer when he visits the place. The Emigration Commissioner may appoint any additional medical officer with the approval of the Protector.

36. The site of every place of accommodation established under Rule 30 and the disposition and construction of the sheds appertaining thereto shall, from a sanitary point of view, be subject to the approval of the Medical Inspector who shall, if he approves the same, furnish the Protector with a certificate of such approval.

37. (1) Every place of accommodation established under Rule 30 shall be open to inspection by any non-official persons whom the Local Government may appoint for the purpose.

(2) A visitors' book shall be kept in each place of accommodation in which the Protector and Medical Inspector and any non-official visitors visiting the place under sub-rule (1) shall enter the dates of their visits and may make any such suggestions or remarks as they deem advisable.

(3) Friends and relations of emigrants shall also be permitted to visit the place of accommodation and shall be free to converse with and induce any emigrants to return to their homes.

Residence of Emigration Commissioner in or near place of accommodation. 38. The Emigration Commissioner shall reside or shall depute a responsible representative to reside within or in some place immediately adjoining every place of accommodation, established under Rule 30 with a view to the exercise of immediate and efficient control over subordinates, and to the prevention of irregularities.

Registers to be maintained and returns to be submitted. 39. The Emigration Commissioner shall cause registers for every place of accommodation established under Rule 30 to be kept in Forms Nos. 6 and 7 in the Schedule and the entries therein to be punctually, legibly and accurately made. An annual return of accommodation and a monthly return of sickness in such place shall likewise be prepared respectively, in Forms Nos. 8 and 9 in the Schedule, and shall be forwarded by the Emigration Commissioner to the office of the Protector. A weekly hospital report in Form No. 10 in the Schedule shall also be furnished by the Emigration Commissioner to the Medical Inspector.

Procedure on occurrence of infectious or contagious diseases. 40. (1) In the event of cholera, small-pox or other communicable disease appearing in a place of accommodation established under Rule 30, every emigrant or dependent attacked shall be sent to an outside hospital for treatment; and the relatives of the affected person, if any, not accompanying the patient and all contacts shall at the same time be placed in a segregation shed situated in an isolated part of the premises; and shall not be permitted to move or be removed thence without the written permission of the resident medical officer appointed under Rule 35.

(2) Relatives accompanying an affected person to an outside hospital shall be provided with either food or a subsistence allowance.

Report of casualties. 41. The removal of any emigrant from the register kept in Form No. 6 for any cause other than embarkation, or any death or other casualty shall be reported in Form No. 11 in the Schedule to the Protector on the following day; and any death from whatsoever cause, shall be reported to the Medical Inspector before noon on the following day.

Deaths. 42. (1) In the case of the death of an emigrant before embarkation, the Emigration Commissioner shall make a correct inventory of the property of each emigrant in a register to be kept in Form No. 6 in the Schedule and shall forward such property, with the exception of foul clothing which shall be burnt together with a descriptive list of them to the office of the Protector for disposal.

(2) The Emigration Commissioner shall also notify the death to each of the successors designated in column 14 of Form No. 6.

(3) Claims made by relatives shall also be communicated to the Protector, who shall after making enquiry as to heirs, dispose of the estate as circumstances may render necessary.

IX.—*Examination before embarkation.*

Nominal roll of emigrants about to embark. 43. A nominal roll in duplicate of all emigrants who are about to embark shall be prepared in Form No. 12 in the Schedule and special care shall be taken by or under the direction of the Emigration Commissioner that the entries therein are correctly and legibly written.

44. (1) Emigrants before leaving the place of accommodation established under Rule 30 shall be carefully identified with the entries in the nominal roll prescribed by Rule 43 and examined as to their fitness to undertake the voyage by the Medical Inspector, who shall make over the nominal roll with the report of his inspection to the Protector.

(2) The Protector shall examine the emigrants and shall refuse permission to an emigrant to leave the country on any of the following grounds:—

(i) If the Medical Inspector reports that he is unfit to undertake the journey to the country to which he or the person on whom he is dependent, as the case may be, has agreed to emigrate;

(ii) If the provisions of the Act or of these rules have not been strictly observed or have been in any way contravened; or

(iii) If he appears not to have understood the conditions on which he is proceeding and such conditions being adequately explained to him is unwilling to embark.

45. (1) The Protector shall state on each copy of the nominal roll prescribed by Rule 43 whether each emigrant is permitted to embark or is refused permission recording briefly his reasons in the case of refusal.

(2) One copy of the nominal roll shall be recorded in the office of the Protector and the other copy made over to the Emigration Commissioner for record in his office.

46. No emigrant shall be allowed to embark until three days have elapsed from the date of his arrival at the place of accommodation established under Rule 30.

47. Emigrants who are refused permission to embark by the Protector under Rule 44 (2) (i) on account of temporary physical unfitness to undertake the voyage, shall, if the Medical Inspector so recommends, be maintained in the place of accommodation until permitted by the Protector to proceed. Any relative of the detained emigrant who wishes to remain with him in the place of accommodation shall also be maintained in it and, if an emigrant, not forced to embark.

48. Emigrants who are not permitted by the Protector to embark on account of permanent unfitness to undertake the voyage and other persons rejected on the grounds specified in Rule 44 (2) (ii) and (iii) shall, together with their dependents, if any, be returned through the Protector's office to the villages from which they came at the expense of the Emigration Commissioner.

49. All emigrants rejected shall be examined by the Medical Inspector on the day on which they are to be returned to their districts, and only those that are certified by him to be able to travel shall be allowed to return at the expense of the Emigration Commissioner. The rest shall be supported in the place of accommodation and be there treated until the Medical Inspector certifies to their being in a fit state of health to undertake the journey to the place from which they were brought.

50. A fee shall be levied for each emigrant permitted by the Protector to embark at such rate as may from time to time be fixed by the Governor General in Council. This fee shall not in any case

Examined before embarkation

Recording Protector's orders

Emigrant to embark three

Detention of emigrant regarding whom a question has been raised

Disposal of rejected emigrant

Examination of rejected emigrants before departure to their homes.

Fee to be charged emigrants permitted to embark

be payable by or recoverable from the emigrant but shall be paid by the Emigration Agent or the Emigration Commissioner.

X.—Returned Emigrants.

Lodging of returned emigrants.

51. (1) Returned emigrants shall on their arrival at the port of disembarkation be accommodated in the place of accommodation appointed by the Emigration Commissioner on that behalf, where they shall be properly lodged and provided for until the Emigration Commissioner is in a position to arrange for their departure to their homes.

(2) The Emigration Commissioner shall prepare in Form No. 13 in the Schedule a list of the sick and helpless returned emigrants and after the Medical Inspector has endorsed his remarks thereon shall forward it to the Protector.

Treatment of sick returned emigrants.

52. Sick returned emigrants, unless unwilling, shall be treated in the hospital in the place of accommodation appointed under Rule 51(1) or in any other hospital according to circumstances; and on their discharge from hospital, shall be dealt with like other returned emigrants who need no medical treatment.

Despatch of returned emigrants to their homes.

53. Returned emigrants shall, if they desire it, and if the terms on which they emigrated entitle them to be so returned be returned to their native districts at the expense of the country concerned. Such returned emigrants as are considered by the Medical Inspector to be physically or mentally helpless, shall be so returned by the Emigration Commissioner under proper escort.

Payment of deposits made in the colony by returned emigrants.

54. (1) If any returned emigrants are known to have deposited money for transmission to India through the Government of the country from which they have returned the Emigration Commissioner shall without delay make payment to them in Indian money, at the correct prevailing rate of exchange at the port of disembarkation, of the equivalents of the amounts so deposited. Should any such emigrants so desire, the Emigration Commissioner shall assist them to obtain postal money orders payable to themselves at any post office they may name in place of notes or silver, which they should be discouraged from carrying about with them.

(2) The amounts payable in the cases of emigrants who may have died on the voyage, together

with any unclaimed property left by such emigrants, shall be forwarded by the Emigration Commissioner to the Protector for disposal in such manner as may be prescribed by the Local Government.

55. The Emigration Commissioner shall report to the Protector of Emigrants, with reference to each batch of returning emigrants, the number of such emigrants which embarked from the country and the number, if any, which died during the voyage to the port of disembarkation.

Report to Protector of deaths during the voyage.

XI.—Agents appointed under section 7 of the Act.

56. (1) The Agents appointed under section 7 of the Act shall be generally responsible for the welfare of the emigrants and for carrying out the purposes of the Act.

Agents appointed under section 7.

(2) They shall obtain information on any matters affecting the welfare and status of Indians in the countries in which such Agents are employed and communicate it to the Government of India.

(3) They shall prepare and submit annual reports, in such form as may be prescribed, regarding the condition of Indians in the country in which they are located.

(4) They shall protect and advise, as far as possible, all classes of Indian emigrants within their charge and bring their requirements to the notice of the proper authorities in India or in the country to which they are accredited.

(5) They shall, in the case of countries to which the emigration of unskilled labourers is permitted under section 10 of the Act, inspect on arrival every ship specially chartered for conveying emigrants, maintain registers of the Indians arriving in and departing from the country, visit places where the Indians work and reside, and satisfy themselves that the conditions on which emigration is permitted are being strictly observed.

(6) They shall be directly subordinate to the Government of India.

(7) In carrying out the above duties an Agent shall act in co-operation with the Immigration Department of the Government of the country in which he is employed.

Part II.

RULES FOR SKILLED LABOUR.

Application for permission to engage or assist persons to emigrate under section 16.

57. Every application under section 16 of the Act for permission to engage, or to assist any person or persons to emigrate for the purpose of skilled work shall, besides furnishing information required on the various points referred to therein, show clearly and fully the name of the applicant, his father's name, the place of his residence, and his occupation or profession.

Certificate to be granted by Protector to the applicant.

58. Where the permission applied for is granted by the Local Government it shall forward to the Protector at the port from which the intending emigrants are to embark, a copy of the application and the order of permission passed thereon under section 17 of the Act.

59. The Protector shall, if the Local Government so directs, give to every person permitted to engage, or assist, any person to emigrate under the provisions of Chapter IV of the Act a certificate in Form No. 14 in the Schedule.

Before giving such certificate the Protector shall satisfy himself that every emigrant has been supplied by the recruiting agency with a written statement explaining the terms of his employment and the general conditions of life obtaining in the country to which the emigrant intends to proceed.

Register of complaints to be maintained by Protector.

60. The Protector shall maintain a register of complaints received by him from emigrants registered by him under section 18 of the Act, whether made during their absence from India or after their return and shall record briefly the results of any investigation made by him and the action taken. The register shall be maintained in Form No. 15 in the Schedule.

FORM No. 3.

Form of Certificate for persons applying for assisted passages without the intervention of Emigration Agent.

PERSONS APPLYING FOR ASSISTED PASSAGES.		DEPENDENTS.		Sex.	Age.	Caste.	Occupation.	RESIDENCE.		
Name.	Father's name.	Name.	Relationship to emigrant.					District.	Thana.	Village, Town or Mohalla.

Certified that the persons named and described above are desirous of proceeding to the country of _____ if granted assisted passages. They do not appear to have been induced to emigrate by any Emigration Agent or any other person and their emigration is not prohibited by the Emigration Act or the rules framed thereunder. I

Dated at
52GI

Magistrate of

FORM No. 8.

Register of place of accommodation.

1	Date of admission into the place.	
2	Place of accommodation No.	
3	Name.	MIGRANT.
4	Father's name.	
5	Name.	DEPENDENTS.
6	Relationship to others accompanying.	
7	Sex.	
8	Age.	
9	Caste.	
10	District.	RESIDENCE.
11	Thana.	
12	Village or town and mohalla.	
13	Distinguishing marks.	
14	Name and residence.	SUCCESSOR TO RESIDE IN INDIA.
15	Father's name.	
16	Relationship.	
17	If a returned emigrant, from what colony.	
18	Date of magistrate's order permitting emigration.	
19	Place of recruitment and name of Emigration Agent.	
20	Date.	IF NOT EMPLOYED, GIVE AND DATE OF RE-EMPLOYMENT.
21	Cause.	
22	Date of embarkation and name of ship.	
23	REMARKS.	

FORM No. 7.

Form of register of deceased emigrants' property.

Particulars of effects (other than worn clothing) of deceased emigrants as recorded by the Emigration Commissioner for _____ during the _____ year 19 . .

Date of death.	Serial No.	Name.	Sex.	No. in register of place of accommodation.	DESCRIPTION OF PROPERTY LEFT.		Date of delivery of property to Protector of Emigrants.	No. and date of official communication accompanying property.	REMARKS.
					Money.	Miscellaneous articles.			

Return of emigrants accommodated in the place of accommodation of the _____ Agency during the year 19 _____

1	District from which emigrating.
2	Number despatched from place of accommodation in recruiting district.
3	Infants born on the way.
4	Left behind on the way.
5	Released.
6	Deserted.
7	Died.
8	Arrived from recruiting districts.
9	Number at close of previous year.
10	Transferred from other places of accommodation.
11	Re-admitted from outside hospital or asylum.
12	Born in place.
13	Total of columns 8-12.
14	Rejected as unfit.
15	Released.
16	Transferred to other places.
17	Sent to outside hospital or asylum.
18	Disposed of as orphans.
19	Deserted.
20	Died.
21	Despatched to colony.
22	Number at close of year.
23	Number of returned emigrants emigrating gain.
24	Number of returned emigrants.
25	Account of savings of returned emigrants.
26	REMARKS.

CASUALTIES en route.

CASUALTIES IN DEPORT.

FORM No. 9.

Form of report of sickness at the place of accommodation.

Return of sickness among Emigrants accommodated in the place of accommodation of the _____ Agency during the month of _____ 19 .

Disease.	Number remaining under treatment from last month.	Number admitted during the month.	UNDER TREATMENT DURING THE MONTH.			Discharged.	Sent to outside hospital or asylum.	DEATHS.			Under treatment at close of the month.	REMARKS.
			Men.	Women.	Children.			Men.	Women.	Children.		
1	2	3	4	5	6	7	8	9	10	11	12	13

Number remaining in the place of accommodation at the close of last month	...	Persons.	(a) Daily average strength	...	Persons.
Admitted during the month	...	Persons.	(b) Daily average of sick	...	Persons.
	...	Persons.	(c) Percentage of sick to strength	...	Persons.
Total	...	Persons.	(d) Percentage of deaths to strength	...	Persons.

Dated at _____ 19 }
 The _____ Resident Medical Officer.

N.B.—The following rule should be observed:—

- (a) To find the daily average strength of emigrants, divide the sum of the total number of persons present daily by the total number of days.
- (b) To find the daily average number of sick add together the number of sick in hospital for each day, and divide the total by the number of days.
- (c) To find the rate per cent of daily average of sick to strength, take the daily average number of sick and multiply the number by 100, and divide the product by the daily average strength.
- (d) To find the rate per cent of deaths to daily average strength multiply the total number of deaths by 100, and divide the product by the daily average strength.

Instructions.—This monthly return to be forwarded to the Medical Inspector, and a duplicate to the Protector of Emigrants within a fortnight of the month following that to which it relates.
NOTE.—When cases are returned as 'fever' and are not either simple, continued or malarial fever, a note should be added specifying the kind of fever from which the emigrants are suffering.
 Forwarded to the Protector of Emigrants.

Dated at _____ 19 }
 The _____ Emigration Commissioner for

FORM No. 10.

Form of weekly Hospital Report.

Return of diseases for which Emigrants were treated in the Hospital of the place of accommodation for the week ended _____ 19__

Diseases.	ON THE SICK LIST.			REMOVED FROM THE SICK LIST.				Remaining under treatment at the close of the week.	REMARKS.
	Remaining from last week.	Admitted during the week.	Total number.	Discharged.	Deserted.	Died.	Total deduction.		
Cholera									The following diseases were found amongst the emigrants on arrival at depot:— Fever. Diarrhoea. Cholera. Measles. Small-pox. Syphilis. Ophthalmia. Anæmia. Dysentery. Hydrocele. Jaundice. Other diseases.
Dysentery									
Diarrhoea									
Fever									
Measles									
Small-pox, pneumonia, Bronchitis.									
Other affections of the respiratory system.									
Veneral affections.									
Other diseases ...									

Particulars of fatal cases.

Name of patient.	Caste.	Sex.	Age.	District.	Admitted to place.	Admitted to hospital.	Disease.	Date of death.

Daily average of depot population.

Percentage of sick to population.

Daily average of sick.

Percentage of deaths to population.

Depot Surgeon.

NOTE.—When cases are returned as 'fever' and are not either simple, continued or malarial fever, a note should be added specifying the kind of fever from which the emigrants are suffering.

Memo. No.

Forwarded to the Medical Inspector for information.

Dated at

The of 19 }

Emigration Commissioner for

FORM No. 11.

Form of Report of casualties in place of accommodation.

Return of emigrants removed from the attendance roll of the _____ place of accommodation on the _____ 19__

Names of emigrants and dependants.		PARTICULARS OF PLACE OF ACCOMMODATION.		PARTICULARS OF CASUALTIES.		PARTICULARS OF REJECTION.		PARTICULARS OF RELEASE.		Whether released with consent of Protector of Emigrants.	REMARKS.
Father's name.	Caste.	Date of admission into place of accommodation.	Number in place of accommodation.	DESSERTION.	DEATH.	Date.	Cause.	Whether by Protector of Emigrants or by Emigration Commissioner.	Cause to be specified as to whether—		
Age.	Sex.	Date of magistrate's order permitting emigration.	Name of Emigration Agent.	Date.	Cause, if ascertainable.	Date.	Cause.	Date.	1. On account of rejection of relatives, or		
District from which obtained.									2. Irregular recruitment, or		
									3. Unwillingness to emigrate, or		
									4. Unwillingness of relatives to emigrate, or		
									5. Claims of relatives, or		
									6. Non-requirement by agency, or		
									7. Any other cause.		
									NOTE.—Any of the first six causes may be specified by entering the indicating number against the emigrant's name but 'Any other cause' should be fully stated—		

Memd. No.

Forwarded to the Protector of Emigrants for information.

Dated at

The

19 . }

Emigration Commissioner for

N.R.—This return, should invariably be forwarded to the Protector's office on the date following that on which any reduction of the number of emigrants in the depot occurs from any cause whatever except embarkation.

FORM No. 12.

Nominal Roll of Emigrants who propose to embark.

Serial No.	Place at which produced before magistrate.	Date of magistrate's order permitting emigration.	Name.	Father's name.	Age.	Caste.	RESIDENCE.			Capacity in which emigrating.	SUCCESSOR TO ESTATE IN INDIA.			Orders of the Protector.
							District.	Thana.	Village town and mohalla.		Name and residence.	Father's name.	Residence.	

FORM No. 14.

Form of certificate to be granted by the Protector to an applicant to engage, or to assist, emigrants for skilled labour.

Certified that _____ resident of _____ has been permitted by the Government of _____ to engage, or to assist, the person or persons, named below, to emigrate for the purpose of _____ and that the requirements of Chapter IV of the Indian Emigration Act, 1922, and of the rules thereunder have been fulfilled.

Particulars of person or persons engaged or assisted to emigrate, and of his or their dependents, if any.

Name.	Father's name.	Village or town, thana, tehsil or taluk and district of residence.	Serial number in Register maintained under Sec. 18 of the Indian Emigration Act, 1922.
1	2	3	4

FORM No. 15.

Register of complaints from emigrants.

Country to which Emigrant proceeded.	Date and number of registration of Emigrant in Register maintained under Section 18 of the Indian Emigration Act, 1922.	Date of complaint.	Substance of Complaint.	Summary of investigation made.	Action taken.
1	2	3	4	5	6

J. HULLAH,

Secretary to the Government of India.

DEPARTMENT OF COMMERCE.

NOTIFICATION.
TRADE AFTER THE WAR—IMPERIAL PREFERENCE.

Simla, the 5th August, 1922.

No. 3962.—On the termination of his appointment as Member of the Fiscal Commission, the services of Mr. B. A. Mant, C.S.I., I.C.S., are placed at the disposal of the Government of the Punjab, with effect from the 6th July 1922.

This Department Notification No. 3661, dated the 22nd July 1922, is hereby cancelled.

H. A. F. LINDSAY,

Secretary to the Government of India.

DEPARTMENT OF EDUCATION AND HEALTH.

NOTIFICATION.
MEDICAL.

Simla, the 2nd August, 1922.

No. 486.—The services of Captain H. Aung Kin, M.B., I.M.S., are placed temporarily at the disposal of the Government of Burma.

M. S. D. BUTLER,

Secretary to the Government of India.

ARMY DEPARTMENT.

Simla, the 4th August 1922.

PART A.
PROMOTIONS.
STAFF.

No. 1304.—Captain (now Brevet Lieutenant-Colonel) L. V. Bond, Royal Engineers, is granted, subject to His Majesty's approval, the temporary rank of Lieutenant-Colonel while holding an appointment as General Staff Officer, 1st grade. From 18th December 1916 to 17th January 1917.

INDIAN ARMY.

No. 1305.—The following promotions are made, subject to His Majesty's approval :—

Majors to be Lieutenant-Colonels.

Seymour Bazett, Supernumerary List. Dated 24th June 1922.

John Cunliffe Gretton, Commandant, 126th Baluchistan Infantry. Dated 19th July 1922.

Lieutenant to be Captain.

Harold Victor Bartlett, attached 91st Punjabis (Light Infantry). Dated 29th June 1920.