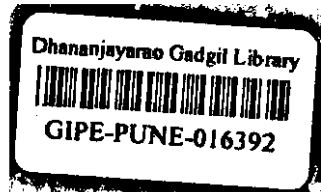


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3. Report: Condition of Indian immigrants in the Four British Colonies, Trinidad, Br. Guiana, Jamaica, and Fiji and Surinam. By James McNeill & Chairman Sel. 1915 (ed. 7744). 150p. X:9166.1-30k2

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# REPORT

ON

## EMIGRATION FROM THE PORT OF CALCUTTA

TO

## BRITISH AND FOREIGN COLONIES

1909.

BY

C. BANKS, Esq., M.D., C.M., D.P.H., &c.

Director of Emigration, Calcutta.



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No. 1243.

FROM C. BANKS, Esq., M.D., C.M., D.P.H.,

*Protector of Emigrants. Calcutta,*

TO THE SECRETARY TO THE GOVERNMENT OF BENGAL,

GENERAL DEPARTMENT.

*Dated Calcutta, the 29th April 1910.*

SIR,

I HAVE the honour to submit, for the information of Government, the Annual Report on Emigration, under Act XVII of 1908, from the Port of Calcutta to the British and Foreign Colonies, for the year ending 31st December 1909.

I have the honour to be,

SIR,

Your most obedient servant,

C. BANKS,

*Protector of Emigrants.*

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**REPORT**  
ON  
**EMIGRATION FROM THE PORT OF CALCUTTA**  
TO  
**BRITISH AND FOREIGN COLONIES**  
For the year 1909.

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**SECTION I.**

**ADMINISTRATIVE MEASURES.**

**Appointment of a Registering officer at Raniganj.**—To obviate the necessity of taking intending emigrants for the colonies, who are recruited at Raniganj, to Asansol for registration, the Sub-Registrar of Raniganj was appointed by Government Notification No. 2434, dated the 15th June 1909, to perform the functions of a Registering Officer of emigrants recruited under the Indian Emigration Act, XVII of 1908, subject to the control of the Magistrate of Burdwan.

**2. Amendment of the Colonial Emigration Rules.**—It was noted in paragraph 7 of the Annual Report for 1908 that the Indian Emigration Act was amended by Act XII of 1908 so as to permit of the embarkation of subjects of foreign powers from ports in British India with a view to their employment in any country beyond the sea. During the year under report the Government of India, in consultation with the Governments of Bombay and Bengal, framed rules prescribing by what authority and in what manner any doubt shall be determined as to whether a person should be deemed to be a native of "India", within the meaning of the amended Act, and also providing the necessary safeguards to prevent personation and evasion of the Act by persons who are not subjects of foreign powers. The new rules were added to rule 5 of the rules under the Indian Emigration Act, as Rules 5A and 5B and promulgated under the Government of India, Department of Commerce and Industry, Notification No. 5536-65, dated the 29th July 1909, which is republished in the *Calcutta Gazette*.

**3. The Emigration Committee.**—A Committee was appointed in England by the British Government to consider the general question of indentured emigration from India to the Crown Colonies, the particular colonies to which emigration may be encouraged, and the advantages to be derived by India and the colonies. The Committee, while sitting in London, was anxious to record the evidence of one or two witnesses fully acquainted with the present system of recruitment for the colonies, and the Government of India were asked by a telegram, dated the 18th May 1909, from the Secretary of State for India, to arrange for the attendance of Messrs. R. W. S. Mitchell and R. P. Gibbes, whose names had been suggested, and who, if willing to proceed to England, should, it was added in the telegram, start at once. Mr. Mitchell having died, Mr. Gibbes succeeded him as Emigration Agent for British Guiana and Natal and was, in addition to his own duties, officiating as Emigration Agent for Trinidad, Jamaica, Mauritius and Fiji. He could not, therefore, be spared by the Secretary of State for the colonies. Mr. W. F. Bolton, Assistant Emigration Agent for Trinidad, Mauritius, etc., after having been fully instructed by Mr. Gibbes, was deputed to proceed to England and give evidence before the Committee.

**4. Amendment of the Labour Law in Mauritius.**—An Ordinance (No. 13 of 1908) was passed by the Government of Mauritius to

amend the Labour Law (Ordinance No. 12 of 1878) in force in that colony. By the amending Ordinance the action hitherto taken by the Protector of Immigrants in Mauritius in acting as guardian of female minor immigrants, of orphans of female immigrants, and of female immigrants who are lunatics, is legalised and confirmed, and he is also empowered to cancel the contract of any new immigrant, who is found after arrival in the colony not to be an agricultural labourer and unfit in consequence to fulfil the conditions of his contract. Adequate punishments have also been prescribed to deter immigrants from insolence or insubordination and becoming "habitual-idlers". Among other amendments the more important one relates to the modification of the "double cut" system by which a labourer was liable to forfeit to his employer two days' wages for each day's unlawful absence or to make good the time of absence by an equal prolongation of his contract. By the new Ordinance the system has been modified to the extent that a labourer, who has been absent for one or more days during six working days in any week, shall, in addition to the loss of his wages and rations for such days of absence, forfeit his wages for Sunday also and be liable to prolongation of his contract for the number of days he has been absent, including Sunday, if he did not attend the *corvée* on that day.

5. **Proposed introduction of fifty emigrants from the Madras Presidency into British Guiana.**—Mr. R. P. Gibbes, Emigration Agent for British Guiana, informed this office that he had received instructions from the colonial authorities in British Guiana to despatch to that colony 50 emigrants recruited in the Madras Presidency. There being no Emigration Agent, nor any depôt for British Guiana in Madras, Mr. Gibbes proposed to have the intending emigrants brought to and registered in Calcutta as volunteers and to despatch them to the colony from this port. As the procedure proposed was not in accordance with the Indian Emigration Act and the rules framed under that Act, the proposal was submitted by this office to Government for consideration and orders. The Government of India, in the Department of Commerce and Industry letter No. 5568-74, dated the 30th July 1909, addressed to the Government of Bengal, held that they had no objection to the recruitment of the 50 emigrants required and to their embarkation at the Port of Calcutta, provided that, among other things, the Madras scale of provisions prescribed under the rules, were adopted on the emigrant vessel and the emigrants registered and their agreements executed in the district of recruitment. The Government of Madras, who were consulted by the Government India, had no objection to the Protector of Emigrants, Madras, recognizing the Agent at Calcutta as an Emigration Agent within the meaning of the Act, and issuing, on his application, a license to his recruiter. It was, however, observed by the Government of India that they agreed to the above procedure being adopted only as an experiment in the present case, but if there were further calls from British Guiana for labour from the Madras Presidency, it would be necessary for the colony to adopt the regular procedure prescribed by the Emigration Act and to appoint an Emigration Agent at Madras.

6. **Temporary accommodation of Surinam emigrants in the Fiji Depôt and of Trinidad emigrants in the Surinam Depôt.**—Owing to sudden and unforeseen arrivals of large batches of intending emigrants at the depôt of the Surinam Emigration Agency, the Emigration Agent for that colony, with a view to prevent overcrowding with its attendant dangers, applied for the permission of Government to accommodate in the depôt of the Fiji Emigration Agency, with the consent of the Emigration Agent for that colony, for a few days, about 250 emigrants recruited for Surinam. The proposal was sanctioned in Government order No. 268, dated the 12th January 1909.

A batch of fifty-two emigrants recruited for Trinidad having arrived at the depôt of the Emigration Agency for that colony in Calcutta from a sub-depôt at Fyzabad, in which a case of cholera had occurred, the Emigration Agent for Trinidad considered it advisable to locate them outside, so as to keep the emigrants, who were already in the depôt, free from any risk of infection. He accordingly applied for the permission of Government to accommodate temporarily the 52 emigrants in the depôt of the Surinam



Emigration Agency which was unoccupied at that time. The sanction was conveyed in Government order No. 37 T.—G., dated the 16th April 1909.

**7. Short shipment of female emigrants.**—The Emigration Agent for Trinidad, finding considerable difficulty in obtaining female labourers, applied for the sanction of Government to the shipment of not more than 40 women short of the proportion (4 women to 10 men) prescribed by rule 77 of the Rules under the Indian Emigration Act, in the S. S. *Ganges* which left this port for Trinidad on the 11th May 1909. Government granted the concession under the provisions of rule 78, on the usual understanding that the deficiency would be made up in the next consignment of the season. The actual deficiency amounted to 29 only, and this was more than made up in the case of the S. S. *Indus* the next vessel of the season, which carried to Trinidad 39 women in excess of the full complement required for that vessel.

On a similar application from the Emigration Agent for British Guiana, sanction was accorded by Government, on the usual condition, to the shipment of 20 women short of the prescribed proportion, in the S. S. *Ganges*, which left this port for British Guiana on the 21st August 1909. The deficiency, which amounted to three only was made up when the S. S. *Indus*, the next vessel of the season, carried to British Guiana four women in excess of the full number required for that vessel.

The Emigration Agent for Surinam also made a similar application, and Government granted him permission to ship 10 women short of the prescribed proportion, in the S. S. *Sutlej* bound to Surinam. The Emigration Agent, however, did not have to avail himself of the concession, as, when the S. S. *Sutlej* was despatched on the 17th December 1909, the full complement of women required for that vessel had been secured.

**8. Proposed appointment of a second Medical Inspector of Emigrants at Calcutta.**—An amendment having been made in the Indian Emigration Act (*vide* paragraphs 18 and 7 of the Annual Report for the years 1906 and 1908, respectively) empowering the Local Governments to appoint one or more Medical Inspectors of Emigrants, the question of appointing a second Medical Inspector at Calcutta, under the provisions of Section 14 (1) of the amended Act (No. XVII of 1908), was discussed by Government during the period under report. As the Government of Bengal was under the impression that an arrangement had been made under which inspections of emigrant vessels would in future be fixed for Tuesdays and Fridays only, on which days the Medical Inspector would keep himself free from other engagements, it was considered by that Government as unnecessary to appoint an additional Medical Inspector either in the person of the Protector of Emigrants or of some other officer. The Government of India accepted the above recommendation of the Government of Bengal on the understanding that it was subject to revision, if it was found that the Medical Inspector could not adhere to the arrangement referred to above, and that an annual report should, as in the past, be submitted to show the number of occasions on which the Medical Inspector had not been able to carry out in person the inspection of emigrant ships.

When the above decision of Government was communicated to this office, it was represented to Government that they must have been under a misapprehension as to the arrangement referred to above. In fact no arrangement had been made under which inspections of emigrant vessels should be fixed for Tuesdays and Fridays only, the Emigration Agents and the Shipping Agents, who were consulted on the subject, having replied that although there would be no difficulty as a rule in holding the preliminary inspections of emigrant vessels on Tuesdays and Fridays, it would not be always possible to fix those days only for the final inspections and embarkations. It was also brought to the notice of Government that the steamers bringing returning emigrants from the colonies might arrive on any day of the week and, therefore, the state of things which led Government to amend the Act in the manner indicated above, remained unchanged. Government said that the question would be considered when the next annual report on the subject, called for by the Government of India, was submitted, and suggested that a trial should be given to the proposed arrangement, inspections being fixed whenever possible for Tuesdays or Fridays.

## SECTION II.

## EMIGRATION AGENCIES.

9. The following gentlemen carried on the work of the Emigration Agencies in Calcutta, for the colonies mentioned against their names during the year under report:—

Mr. R. P. Gibbes was the Emigration Agent for British Guiana and Natal throughout the year;

Mr. A. Marsden, Emigration Agent for Trinidad, Mauritius, Fiji and Jamaica, went on leave on the 26th April, and Mr. R. P. Gibbes acted for him up to the 7th November on which date Mr. A. Marsden resumed charge;

Mr. L. Grommers was Emigration Agent for Surinam; and  
Mons. Charles Jambon for the French colonies throughout the year.

As in the previous year the most cordial relations existed between all the Emigration Agents and myself throughout the year.

10. During the year five Emigration Agencies collected and despatched emigrants to the colonies. Four of these Agencies worked on behalf of the British colonies as against five during the preceding year. One Agency worked for the Dutch Colony of Surinam as in the previous year.

11. The requisitions for emigrants received from the colonies and the number actually despatched in the last two years are shown in the following statement:—

Colonies importing Indian labourers.	1908.		1909.	
	NUMBER OF ADULT LABOURERS.		NUMBER OF ADULT LABOURERS.	
	Demanded.	Supplied.	Demanded.	Supplied.
Demerara ...	1,740	1,727½	2,475	2,446½
Trinidad ...	2,400	2,395	2,400	2,400
Jamaica ...	405	405	1,088	1,090
Natal ...	793	793	...	...
Fiji ...	2,138	(a) 3,039	1,551	(b) 650
Surinam ...	1,800	1,801	1,833½	1,833½
<b>Total ...</b>	<b>9,276</b>	<b>10,160½</b>	<b>9,347½</b>	<b>8,420</b>

(a) Including 901 adults requisitioned for 1909, but despatched in December 1908.

(b) Excluding 901 adults requisitioned for 1909, but despatched in December 1908.

12. The total number of labourers required in the year under report for the several colonies was larger by 71½ than the number requisitioned in the previous year. The number of emigrants supplied to Jamaica slightly exceeded the demand, while the supply to Demerara and Fiji fell short of it. Trinidad and Surinam received the number requisitioned. No requisition for emigrants was received from Natal.

The short supply to Demerara was due to want of accommodation in the vessels despatched. In the case of Fiji 901 adults requisitioned for 1909 were despatched on the 30th December 1908. The actual supply, therefore, amounted to the number requisitioned. The results of the recruiting operations of the year indicate that there was some difficulty in securing recruits, especially women, owing, it is believed, partly to good harvests and consequent decrease in the prices of food-grains and partly to increase in the local demand for labour in the recruiting districts.

13. There was no alteration in the terms of service offered to intending emigrants by the various colonies during the year.

14. The following statement shows the number of licenses granted to recruiters during the years 1908 and 1909, respectively :—

			1908.	1909.
Demerara	...	...	190	212
Natal	...	...		
Trinidad	...	...		
Mauritius	...	...	315	290
Fiji	...	...		
Jamaica	...	...		
Surinam	...	...	93	69
	Total	...	<u>598</u>	<u>571</u>

As in the previous year, a single license, instead of two licenses, was granted to recruiters working for the colonies of British Guiana and Natal ; and one license, instead of four licenses, was granted to recruiters working for the four colonies of Trinidad, Fiji, Jamaica and Mauritius. There was, however, no recruitment for Natal and Mauritius, and the total number of licenses issued decreased by 27.

Twenty-seven recruiters' licenses, 12 of which were granted during the previous year, were cancelled for the reasons given below, as against 25 in the previous year :—

One, because the licensee supplied emigrants to Agencies other than those for which the license was granted.

Two licensees were considered by the Magistrate and six by the Emigration Agent as persons not fit to be recruiters.

Six licenses were cancelled for misconduct on the part of the licensees.

One license was cancelled because the licensee gave false particulars of emigrants at the time of registration.

Two licenses were cancelled because the licensees did not manage their sub-depôts in accordance with rule 10 of the Rules under the Indian Emigration Act.

Five licenses were cancelled as the licensees did various illegal acts under the screen of their sub-depôts.

Two licenses were cancelled because the licensees employed unlicensed men to recruit emigrants.

Two licensees had their licenses cancelled for having been convicted, one for cheating and the other for wrongfully confining a woman in his sub-depôt.

15. During the year under report, 12,691 emigrants were registered, viz., 3,876 for Demerara (including 34 emigrants from the Trinidad Agency who volunteered for re-registration), 3,693 for Trinidad (including 30 emigrants from the Demerara and Fiji Agencies who volunteered for re-registration), 1,349 for Fiji, 1,700 for Jamaica, and 2,073 for Surinam ; the total giving an average of 22 emigrants per recruiter, as against 29 in the preceding year.

Taking the Agencies separately, the Agency for Surinam shows an average of 30·04, that for Trinidad, Fiji and Jamaica an average of 23·24, and that for Demerara 18·28. There was a decrease of 5,057 in the number of emigrants registered during the year, due, no doubt, to the causes stated in paragraph 12.

16. Recruiting operations were conducted in the same places as in the preceding year, viz : Bengal, Bihar, the United Provinces of Agra and Oudh, Ajmere, the Central Provinces, and the Punjab.

Of the 12,691 emigrants registered, 654 or 5·15 per cent. were recruited in Bengal, 835 or 6·57 per cent. in Bihar, 10,817 or 85·23 per cent. in the United Provinces of Agra and Oudh, 41 or 0·32 per cent. in Ajmere, 79 or ·62 per cent. in the Central Provinces and 265 or 2·08 per cent. in the Punjab.

As usual, the largest number of registrations was effected in the United Provinces of Agra and Oudh. Among the districts in those provinces Fyzabad was again the district in which the largest number of emigrants was registered, Gonda, Cawnpur and Basti coming next. Among the districts in other provinces, the 24-Parganas in Bengal shows the largest number of registrations.

17. Classifying the number of emigrants registered for the colonies according to place of birth (Appendix VII) the largest number again, viz., 10,845 or 85·45 per cent. came from the United Provinces of Agra and Oudh, 1,027 or 8·09 per cent. from Bengal and Bihar, including Eastern Bengal and

Assam, 105 or '82 per cent. from the Punjab, and 67 or '53 per cent. from the Central Provinces and the Berars. The Native States supplied 336 or 2'64 per cent., and Central India 265 or 2'08 per cent. during the year under report. As regards individual districts, Basti again supplied the largest number of emigrants, viz., 2,810, the next in order being Gonda with 1,538, Fyzabad with 781, and Bahraich with 497, emigrants.

## SECTION III.

### DEPÔTS.

18. The Medical Inspector of Colonial Emigrants, Calcutta, has furnished the following report regarding the sanitary condition of the depôts maintained at Garden Reach for the accommodation of emigrants recruited for the Colonies :—

*“ Sanitation.*—The general sanitary arrangements of all the depôts were satisfactory throughout the year. Every possible measure is taken to improve the general condition of the emigrants and to make their residence in the depôt comfortable and to have their well-being attended to.

*“ Accommodation.*—The accommodation is sufficient for all wants in all the depôts, and is in accordance with the regulations.

*“ Food.*—The food issued to the emigrants was frequently examined by the Medical Inspector. It was found to be well cooked, sufficient in quantity, and in every respect suitable for those for whom it was intended.

*“ Water-supply.*—All the emigration depôts draw their supply of water from the Calcutta mains.

*“ Clothing.*—The articles of clothing were inspected by the Medical Inspector as well as by the Surgeon-Superintendent of each emigrant ship and were always found to be satisfactory. The clothes issued to the emigrants are sufficiently warm and comfortable.

*“ Latrines.*—At all the depôts, the latrines are well looked after, being well flushed and kept clean.

*“ Hospitals.*—At all the depôts, the hospitals are kept sufficiently supplied with drugs and instruments. The buildings are satisfactory, allowing a proper amount of cubic space for each patient, and the ventilation is good.

“ The medical treatment of both the sexes is carried out in separate wards, and at all the depôts special arrangements are made for lying-in women.

“ In charge of the hospitals of the various depôts there are Indian doctors, who work satisfactorily, are kind to the sick, and take a keen interest in their patients. Serious cases are brought to the notice of the Depôt Surgeons who visit the depôts twice or thrice a week. No sick person is ever neglected.

“ All the depôt hospitals keep in stock medical comforts of various kinds, which are issued to the sick as required. Infants and small children have a special ration of milk every day.

*“ Vaccination.*—All the emigrants were vaccinated or re-vaccinated on their arrival at the depôts”.

I should like, as an expression of my personal obligations to Mr. R. P. Gibbes, the Emigration Agent, to supplement the Medical Inspector's report with the following observations on the British Guiana and Natal Agency depôt :—

Between October 1908 and May 1909 the buildings of this depôt, comprising sleeping sheds, feeding sheds, bath-house, kitchens, latrines, urinal, Babus' quarters, darwans' quarters, depôt office and store godowns, were entirely demolished and new buildings of more modern design erected. The old sleeping-sheds, with their rammed-mud floors and fixed sleeping platforms, have been replaced by structures built on solid brick and cement flooring, with removable platforms, resting on masonry-piers well raised above the ground, sky-light roofs, and wire-panelled openings at frequent intervals in the walls. The walls themselves are higher than before, the roofs are thrown out at a wider angle and are so designed as to admit of a much better circulation of air and increased light: while the seven ill-lighted and poorly ventilated sheds which previously existed have been transformed into eleven cool, well-lit sections with a liberal open-air but roofed-in space between each.

The main latrine has been rebuilt *in toto* and is now a cleanly, sanitary, well ventilated masonry building with every necessary equipment in the way of washing facilities, adequate drainage and entirely separate accommodation for the sexes.

The urinal has been removed from its former site, which was undesirably close to the depôt hospital, to a more suitable spot near the main latrine.

The feeding shed has been rebuilt on a solid masonry flooring, and its extent has been doubled.

A new bath-house has been erected for the use of the emigrants, and arrangements now exist for a constant supply of both hot and cold water for them.

The kitchen has been reconstructed with a masonry floor, and the old, open boilers have been replaced by the modern iron kitchen range now in use in the Government jails throughout India, with all necessary accessories, such as covered rice-coolers, strainers, distributing trays, etc.

Masonry drains have been constructed throughout the depôt premises.

A filtered water-supply from the Colcutta main has been laid on, with storage tanks, cisterns, etc.

The dispensary has been rebuilt on much improved lines.

New quarters (including kitchen and latrine) have been built for the depôt native staff on a healthier site than before, and a new and spacious store godown has been erected for the contractor's use.

The darwans' lines have been rebuilt on a site close to the depôt gate and are now a light and healthy *pucca* building; and new quarters (with latrine) have been constructed for the depôt sweepers, etc., outside the depôt enclosure.

Several improvements have also been effected by Mr. Marsden in the kitchens and ventilation of the sleeping sheds in the Trinidad, Fiji, Jamaica and Mauritius depôt, but as this depôt has been acquired by the Port Commissioners, structural alterations involving a large expenditure are out of the question. The depôt is, however, in good order. The same observation applies to the Surinam depôt of which Mr. L. Grommers is in charge.

So far as the Trinidad, Fiji, etc., depôt is concerned the only changes made in the past year are as follows:—

Instead of the rice being cooked in the old-fashioned suffarias (ovens) it is now cooked in a proper kitchen range similar to the system adopted in the Alipore Central Jail and the rice is distributed at meal times from closed ventilated boxes which prevents contamination by flies or other objectionable contact. It also has resulted in considerable economy of time, the meals now being prepared in three hours which formerly took six.

All the sheds have been opened up with gauze windows which allows for a freer circulation of air and which can be closed during the cold weather nights by shutters. Further all the sheds, from one end to the other, are fanned with large fans directly the coolies turn out in the morning and before they retire to rest at night.

19. Including 102 emigrants (43 Fiji and 59 Surinam Agency) remaining over from previous year, the number of emigrants accommodated in the sub-depôts during the year under report was 12,793. Of this number 10,387, or 3,402 less than in the previous year, were admitted into the Calcutta depôts, while eight were still in the Fiji sub-depôts when the year closed. Of the remaining 2,398 emigrants accommodated in the sub-depôts, 1,827 were rejected as unfit to emigrate, 5 died, and 33 deserted from the sub-depôts. Twenty deserted during their journey to Calcutta, 28 were released having expressed their unwillingness to emigrate, and 20 on being claimed by their relatives. Sixty-eight were transferred to other sub-depôts, 65 discharged as surplus, and 332 unaccounted for. These deductions give a percentage of 18.74 as against 21.99 in the previous year.

20. The total number of registered emigrants accommodated in the depôts of the five Calcutta Agencies at work during the year amounted to 11,273 as against 15,157 in 1908, when six Agencies were at work. This number included 830 emigrants remaining over from previous year, 54 re-admitted from outside hospitals after recovery, and 2 infants born in the depôt. The casualties in the depôts from all causes amounted to 2,464 or 21.85 per cent. as against 25.02 per cent. in the previous year, leaving 8,809 emigrants available for despatch, of whom 8,686 were despatched to the colonies and 123 remained in the depôts at the close of the year for subsequent disposal. Of the casualties 81 or .71 per cent. were deaths, of which 4 occurred in the Campbell Hospital, 21 in the Bhowanipur Hospital, and 56 in the depôts, 72 or .63 per cent. were desertions, 380 or 2.92 per cent. surplus, 58 or .51 per cent. admissions into outside hospitals, 1,317 or 11.68 per cent. rejections on account of physical unfitness, 64 or .56 per cent. transfers to other Agencies, and 542 or 4.80 per cent. releases for various reasons, viz., unwillingness to emigrate 111, claimed by friends 58, relationship to released emigrants 199, belonging to non-labouring classes 170, and 4 to allow them to proceed to the colonies paying their own fares. The percentage of emigrants rejected, owing to unfitness, for despatch to the colonies, decreased

from 12·78 per cent. in 1908 to 11·68 in 1909, while the percentage of deaths increased from ·55 in 1908 to ·71 in the year under report. The increase in the percentage of deaths was mainly due to an epidemic of cerebro-spinal meningitis, which alone caused 44 deaths out of the total number of 81 deaths from all causes, which occurred during the year. The percentage of desertions also increased from ·34 in 1908 to ·63 in 1909. This may be due to less care having been exercised in the selection of recruits, owing to the difficulties of recruitment during the year for the reasons stated in paragraph 12 of this report.

21. During the year under report Rs. 7,293 were awarded, under section 46 of Act XVII of 1908, as compensation to intending emigrants who were rejected as unfit to emigrate subsequent to registration. These rejected emigrants were paid a further sum of Rs. 736-13 as diet money in addition to a sum of Rs. 10,488-2 paid by credit notes on account of railway fares for the return journey to their respective districts of registration. Thus a sum of Rs. 18,517-15 in all was paid by the various Agencies on account of the emigrants who were released or repatriated after admission into the Calcutta depôts.

22. During the year under review 683 emigrants, or 6·05 per cent. of the total number accommodated in the depôts, were admitted into hospital, as against 1,127 or 7·44 per cent. in the previous year. The number of deaths amounted to 81 or ·71 per cent. of the total number, as against 84 or ·55 per cent. in 1908. The Medical Inspector reports that the following were the chief causes of illness in the depôts :—

“ *Cholera*.—Three cases of cholera, with one death, were reported during the year under review, while in 1908 there were two cases of cholera of which one ended fatally. All the cases were returned by the Trinidad Agency.

“ *Small-pox*.—In the preceding year, four cases of this disease were reported by the Natal Agency, of which two terminated fatally, while this year there was only one case which was cured.

“ *Chicken-pox*.—From the Trinidad depôt three cases of chicken-pox were reported during the year under review, none of which ended fatally. In 1908, there were 20 cases with one death.

“ *Fever*.—One hundred and seventy-nine admissions with 8 deaths were due to fever, as compared with 299 and 15 respectively in 1908. Of these 54 cases and 2 deaths were reported by the Demerara Agency, and 52 cases with 6 deaths by Surinam, while the Trinidad, Jamaica and Fiji depôts reported 35, 33 and 5 cases respectively.

“ *Cerebro-spinal meningitis*.—There were 77 cases of cerebro-spinal meningitis reported during the year, 44 of which ended fatally, while the previous year recorded 23 cases and 17 deaths. The Demerara depôt reported 17 cases with 8 deaths, the Trinidad depôt 25 cases and 15 deaths, the Jamaica depôt 14 and 9, the Fiji depôt 8 and 3, and the Surinam depôt 13 cases and 9 deaths.

“ *Measles*.—No cases of measles were recorded by any of the Agencies during the year under report.

“ *Mumps*.—There were no cases of mumps returned by any of the Agencies during the year 1909.

“ *Respiratory diseases*.—Respiratory diseases caused 127 admissions and 24 deaths during the year under report, while in the previous year there were 167 admissions and 26 deaths ”.

Among the diseases fever was, as in the previous year, the disease which chiefly prevailed. One hundred and seventy-nine cases occurred among 11,273 in 1909, as against 299 among 15,137 in 1908. Next came the venereal diseases of which there were 174 cases as against 161 in 1908. The diseases of the respiratory system decreased from 167 with 26 deaths in 1908 to 127 cases with 24 deaths in 1909. There was a decrease in the dysentery cases from 99 with one death in 1908 to 36 cases with no deaths in 1909. The cases of cerebro-spinal meningitis increased from 23 with 17 deaths in 1908 to 77 cases with 44 deaths in 1909.

23. Of the 11,273 emigrants accommodated in the several depôts in Calcutta in the year under report 7,591 were men, 2,909 women, 323 boys, 225 girls, and 225 infants of both sexes. Of these 51 men, 18 women, 5 boys, 3 girls, and 4 infants died, the percentage of mortality being ·67, ·61, 1·54, 1·33 and 1·77 respectively, as against ·33, ·52, 1·69, 1·38, and 3·69 in the previous year.

24. Of the total number accommodated in the depôts 3,221 or 28·57 per cent. were detained over one month, 210 or 1·56 per cent. over two months, and 23 or 0·20 per cent. over three months, the causes of detention being, as in the previous year, the early arrival of emigrants in the depôts and sickness and treatment in hospital. Of the emigrants detained 17 died, 8 deserted, 2 refused to embark, and 238 were released or repatriated under the provisions of section 46 (1) (b) and (c) of Act XVII of 1908.

## SECTION IV.

### EMBARKATION.

25. The number of emigrants that embarked for the several colonies during the year was 8,686, as against 10,519 in the previous year. Two thousand five hundred and fifteen or 28·95 per cent. were despatched to Demerara, 2,480 or 28·55 per cent. to Trinidad, 1,117 or 12·85 per cent. to Jamaica, 668 or 7·69 per cent. to Fiji, and 1,906 or 21·94 per cent. to Surinam.

26. Of those despatched, 704 were natives of Bengal, Bihar and Orissa, 7,442 of the United Provinces of Agra and Oudh, 230 of the Central Provinces, Berar and Central India, 68 of the Punjab, 219 of the Native States, 8 of Ajmere, 14 of the Presidencies of Madras and Bombay, and 1 of Eastern Bengal and Assam.

27. Eight thousand three hundred and seventy were fresh recruits, and the remaining 316 return emigrants who re-emigrated. The proportion of return to newly recruited emigrants was, as in the previous year, 3·77 per cent.

28. Of the return emigrants who re-emigrated, 37 went to Demerara, 28 of whom had returned from that colony, and 9 from other colonies. One hundred and twenty-three went to Trinidad, of whom 22 had returned from that colony, 69 from Natal, and 32 from other colonies. Of 78 re-engaged for Jamaica, none had returned from that colony, 40 having returned from Natal, 17 from Demerara, and 21 from other colonies. Of 36 who left for Fiji, 3 had returned from that colony, 21 from Natal, and the remaining 12 from other colonies. Forty-two re-emigrated to Surinam, of whom 4 had returned from that colony, 26 from Natal, and the remaining 12 from other colonies.

29. Thirty-seven of the 316 emigrants, or 11·70 per cent., re-emigrated to Demerara, 123 or 38·92 per cent. to Trinidad, 78 or 24·63 per cent. to Jamaica, 36 or 11·39 per cent. to Fiji, and 42 or 13·29 per cent. to Surinam.

30. Of the 316 returned emigrants comprising 172 men, 102 women and 42 children, 65 came from Demerara, 45 from Trinidad, 7 from Jamaica, 19 from Fiji, 9 from Mauritius, 158 from Natal, and 13 from Surinam.

31. In all 2,320 women were despatched to the several colonies during the year under report. Of these 789 were accompanied by their husbands, and the remaining 1,531 or 65·99 per cent. were understood to be single women.

32. The number of women despatched during the year did not fall short of the proportion required by rule 77 of the rules under the Indian Emigration Act in the case of any of the colonies.

33. The emigrants (8,686) despatched to the colonies were shipped in 11 vessels, each carrying on an average 789 emigrants, as against 809 in the preceding year. All these vessels were steamers, as against 1 sailing vessel and 12 steamers in 1908. Of these steamers, 3 proceeded to Demerara, 3 to Trinidad, 1 to Fiji, 1 to Jamaica, and 3 to Surinam. One of the steamers, viz., the *Sutlej* which conveyed emigrants to Surinam, also carried emigrants to Jamaica. All the steamers for Demerara, Trinidad, Jamaica and one steamer for Surinam, were chartered by the Crown Agents at home, while 2 steamers for Surinam (including the *Sutlej*) were chartered in that colony, and the steamer for Fiji was chartered by the Emigration Agent for that colony at Calcutta.

34. As in the preceding year, the papers in respect of the 11 steamers had all been received at the time this report was written. The duration of

the voyage of these steamers varied from 30 to 49 days, their average duration being 40 days as against 41 days in 1908.

35. The aggregate mortality on the voyage of the 11 steamers (including the deaths among infants born at sea) was 43 or 49 per cent. as against 55 or 52 per cent. on 13 vessels in 1908. Of the 43 deaths at sea during the year under report, 23 deaths were due to cerebro-spinal meningitis, 12 to respiratory diseases, 1 to diarrhoea and 7 to other diseases. The steamer *Mullah*, which had a voyage of 41 days to Trinidad, had 4 deaths from cerebro-spinal meningitis, 3 from pneumonia and bronchitis, and 1 from diarrhoea. Six deaths from cerebro-spinal meningitis and 1 from bronchitis occurred on board the steamer *Ganges* on her voyage to Demerara. Two deaths from pneumonia, 1 from cerebro-spinal meningitis, and 2 from other diseases occurred on the steamer *Indus* to Trinidad.

## SECTION V.

### DISEMBARKATION OF RETURNED EMIGRANTS.

36. The number of emigrants returned to India from the several colonies during the year, the savings brought back by them, and the mortality on the voyage are shown in the following statement:—

COLONIES.	Number of steamers.	Number of souls embarked at colony.	Number of deaths on the voyage excluding those of infants born on board.	Average percentage of mortality on the voyage.	SAVINGS.					
					Aggregate.			Average amount on the number embarked.		
					Rs.	A.	P.	Rs.	A.	P.
Demerara ...	1	798	18	2.27	1,39,925	0	0	176	7	2
Trinidad ...	1	588	14	2.38	2,19,980	5	0	374	1	10
Mauritius ...	2	312	4	1.28	Not known.					
Natal ...	8	1,222	1	.08	1,28,760	0	0	105	5	10
Fiji ...	1	414	2	.48	1,23,486	12	0	298	4	5
Jamaica ...	...	111	2	1.80	25,875	0	0	233	1	8
Surinam ...	1	501	3	.59	53,094	6	9	105	15	7
<b>Total ...</b>	<b>14</b>	<b>3,941</b>	<b>44</b>	<b>1.11</b>	<b>6,91,121</b>	<b>7</b>	<b>9</b>	<b>175</b>	<b>5</b>	<b>10</b>

\* This vessel, viz., the *Mullah*, brought emigrants from Jamaica also.

Three thousand nine hundred and forty-one left the colonies, as against 4,197 in 1908. Fourteen steamers were engaged to bring them back, as against a similar number in the preceding year. The average number carried by each vessel was 281, as against 299 in 1908.

During the return voyage from the colonies 4 infants were born and 45 deaths, including the death of an infant, occurred. The death-rate was 1.11 as compared with 2.85 per cent. in 1908. Eighteen deaths occurred on board S.S. *Indus* on her voyage of 44 days from Demerara. Seventeen deaths occurred on board the S.S. *Mullah* during her voyage of 41 days from Trinidad and Jamaica. The high mortality on return vessels is accounted for by the fact that, as in previous years, the return emigrants included a large number of old and anemic people, chronic invalids and persons in a low state of health. The causes of deaths were chiefly respiratory diseases, fevers and dysentery.

The ascertained aggregate savings brought back by the return emigrants amounted to Rs. 6,91,121-7-9 as against Rs. 7,34,547-15 in the previous year, the average savings per emigrant being Rs. 175-5-10, as compared with Rs. 175-0-3 in the preceding year.

37. Fifty-eight of the returned emigrants who arrived at Calcutta during the year, were suffering from leprosy, as compared with 77 in the preceding year. Of these 43 came from Surinam, 5 from Natal, 4 from Mauritius, and 3 each from Fiji and Trinidad.



38. Of the 3,941 returned emigrants shown in the classified statement IV appended to this report, 2,344 or 59·47 per cent. brought back savings ranging from one rupee upwards. The remaining 1,597 emigrants included 867 adults who brought back no savings, their percentage being 22·00. The poverty of these people is ascribed to idleness, illness, extravagance and improvidence.

39. The number and amount of remittances made to India by money order, etc., by resident immigrants during the past four years are shown in the following statement. The figures for Fiji and Surinam have been obtained from the Emigration Agents for those colonies, and, those for Jamaica from the Emigration Agent for that colony, as well as from the Postal Department. The figures showing the total immigrant population have been taken, as heretofore, from the Annual Colonial Immigration Reports, and, as the annual reports for 1909 have not been received, the average amount remitted by each resident immigrant during the year has been arrived at by dividing the total amount by the total reported immigrant population of the preceding year :—

NAME OF COLONY.	1906.				1907.							
	Popu- lation.	Number of money- orders.	Amount of remittances.	Average.	Popu- lation.	Number of money- orders.	Amount of remittances.	Average.				
Demerara ...	193,665	1,058	Rs. A. P. 29,016 14 0	Rs. A. P. 0 3 5	192,850	856	24,462 4 0	Rs. A. P. 0 2 11				
Trinidad ...	100,019	933	45,928 7 0	0 7 5	101,127	900	44,593 14 0	0 7 1				
Mauritius ...	262,572	2,816	97,568 8 0	0 5 10	263,983	1,839	1,00,309 4 0	0 6 1				
Natal ...	101,963	12,367	14,18,127 12 0	14 15 9	102,857	9,312	9,95,603 12 0	9 10 10				
Fiji ...	28,540	415	81,431 11 6	1 3 4	30,920	524	39,392 14 0	1 4 3				
Jamaica ...	18,066	92	3,263 1 0	0 4 2	18,821	125	5,525 10 0	0 6 4				
St. Lucia ...	...	4	77 4 0	...	...	11	157 8 0	...				
Seychelles ...	...	470	93,506 15 0	...	...	601	44,419 1 0	...				
Grenada ...	...	5	175 13 0	...	...	12	225 0 0	...				
Surinam ...	Does not exchange money-orders with this country.											
Guadeloupe ...												
Reunion ...												
St. Vincent ...									...	2	60 0 0	...
Nevis ...									...	...	...	...
St. Kitts ...	...	...	...	...								

NAME OF COLONY.	1908.				1909.			
	Popu- lation.	Number of money- order.	Amount of remittances.	Average.	Popu- lation.	Number of money- order.	Amount of remittances.	Average.
Demerara ...	132,921	935	Rs. A. P. 28,489 12 0	Rs. A. P. 0 3 5	...	819	27,193 2 0	0 3 3
Trinidad ...	102,846	1,040	52,276 5 0	0 8 1	...	1,061	56,291 6 0	0 8 9
Mauritius ...	261,550	1,358	69,663 4 0	0 4 2	...	1,319	60,351 15 0	0 3 3
Natal ...	103,158	8,954	9,10,818 0 0	8 13 3	...	7,875	7,94,863 13 0	7 11 3
Fiji ...	33,150	676	46,561 6 6	1 6 5	...	750	52,125 0 0	1 9 2
Jamaica ...	14,348	108	3,616 5 0	0 4 0	...	122	4,501 14 0	0 5 0
St. Lucia ...	...	9	144 14 0	...	...	11	345 2 0	...
Seychelles ...	...	901	1,98,217 9 0	...	...	843	1,53,294 9 0	...
Grenada ...	...	18	866 13 0	...	...	8	198 0 0	...
St. Vincent ...	...	3	43 2 0	...	...	6	177 0 0	...
Nevis ...	...	1	10 8 0	...	...	...	...	...
St. Kitts ...	...	2	27 12 0	...	...	3	90 0 0	...
Surinam ...	25,197	152*	5,341 7 3*	0 3 4	...	192	7,671 14 3	0 4 10
Guadeloupe ...	Does not exchange money-orders with this country.							
Reunion ...								

\* These figures have been for the first time supplied by the Emigration Agent for Surinam.  
 NOTE.—As regards Mauritius and Fiji it has been pointed out by the Protector of Immigrants in those colonies that the remittances from those colonies would have been larger had it not been for the fact that immigrants there invest large sums of money on the purchase of immovable property and draught animals; many of them also settle there with their wives and children, and consequently they seldom send any remittances to India.

There was some decrease in the average remittances per resident immigrant in respect of the colonies of Mauritius, Demerara, Natal, and some increase as regards the colonies of Surinam, Trinidad, Fiji and Jamaica. The average, as in the previous year, was again highest in the case of the colony of Natal.

40. The savings of the resident Indian immigrants in the several colonies during the year 1908, as far as could be ascertained, were as follows:—

	Savings.			Average per immigrant.		
	£	s.	d.	£	s.	d.
Demerara ... ..	276,336	3	8½	2	1	6
Trinidad ... ..	118,716	12	3½	1	3	1
Mauritius ... ..	1,539,258	4	3	5	17	8
Natal ... ..	105,724	15	11	1	0	5
Fiji ... ..	24,849	8	5	0	14	11
Jamaica ... ..	80,706	17	2	5	12	6
Surinam ... ..	31,120	13	11	1	4	9

The above figures have been compiled from the Annual Immigration Reports of the several colonies for the year 1908 and other reliable sources, and comprise, in the case of all the colonies, the following items:—

- (1) Amounts standing at the credit of Indian immigrants in Government Savings Banks and other local banks.
- (2) Amounts remitted by immigrants to their friends in India either through the Immigration Departments or the Post Office.

The figures also include, in the case of the colonies of Demerara, Mauritius, Fiji, Jamaica and Surinam, the following item which, in the case of the rest of the colonies, could not be ascertained:—

- (3) Value of landed and other property in the possession of immigrants at the beginning of the year and the amounts invested by them in the purchase of the similar property.

In the case of the colony of Fiji, the amount of money deposited in the Savings Bank, included in the above figures, represents the deposits made during the year 1908, but does not show, as in the case of other colonies, the total amount held in deposit in the Banks. As complete figures for the three items mentioned above cannot be obtained uniformly for all the colonies, a comparison of the financial condition of the emigrants in different colonies from the savings as shown above would be misleading. Taking the colonies separately, however, the figures indicate an increase in the total savings in all the colonies, except in the case of Natal where there has been a decrease. The average savings per immigrant increased in the case of Demerara, Trinidad, Mauritius, Fiji and Jamaica, and decreased in Natal and Surinam.

## SECTION VI.

### ADMINISTRATION OF DECEASED EMIGRANTS' ESTATES.

41. During the year 278 estates, valued at Rs. 48,224-8-6, as compared with 414 estates to the value of Rs. 49,653-7-7 in 1908, were administered by this Department. Of these 9 valued at Rs. 13-2-1 appertained to emigrants who died either in the depôts or while on the voyage to the colonies, 193 valued at Rs. 11,256-13-3 to emigrants who died in the colonies, and 76 valued at Rs. 36,954-9-2 to returning emigrants who died on the voyage to India or after their arrival.

42. Heirs in respect of 148 estates, representing Rs. 38,255-4-8 in value were traced and Rs. 36,345-3-2 paid to them. The balance Rs. 1,910-1-6 is in course of payment. In the case of 74 estates no heirs were found. Three of these valued at Rs. 5-4-5 appertained to emigrants who died in the depôts or while on the voyage to the colonies, 49 valued at Rs. 1,244-6-10 appertained to emigrants who died in the colonies, and 22 valued at Rs. 2,292-11-4 appertained to emigrants who died on the way to India. These 74 estates valued at Rs. 3,542-6-7 lapsed to the Colonial and Indian Governments. The total number of estates finally disposed of during the year amounted, therefore, to 222 or 79.85 per cent. of the aggregate number under administration, as against 329 or 79.46 per cent. in the preceding year.

43. Of the remaining 56 estates, representing Rs. 6,426-13-3 in value, enquiries were still being conducted when the year closed. Of these, 43 estates to the value of Rs. 2,707-0-6 appertained to emigrants, who died in the colonies, and 13 to the value of Rs. 3,719-12-9 to emigrants who died on the voyage to India or after their arrival. The percentage of estates still under enquiry at the end of the year under report was 20 14 as against 20·53 in 1908.

As in the previous year, I have to acknowledge the valuable co-operation of District Officers in causing enquiries to be made for the heirs of deceased emigrants, which greatly facilitated the efforts of this office in disposing of the large percentage of estates which came under its administration.

## SECTION VII.

### FINANCIAL.

44. From statement VI appended to this report it will be seen that the year closed with a deficit of Rs. 1,133-10-7. The total receipts also fell from Rs. 29,520-8-4 in 1908 to Rs. 26,580-5-3 in 1909. The deficit and the falling off in the receipts would not have occurred if the consolidated fees amounting to Rs. 3,351 which were received in January 1910, for 273 and 844 emigrants embarked for Jamaica on the 17th and 30th of December 1909, in the steamships *Sutlej* and *Mutlah*, respectively, were received earlier and included in the receipts of the year under report. The expenditure was Rs. 927-5-5 less than that in the previous year.

## SECTION VIII.

### DEPARTMENTAL.

45. The appointment of Protector of Emigrants was held by me throughout the year, except for 14 days from the 2nd October, when I was on privilege leave, and Dr. W. Forsyth, Port Health Officer of Calcutta, officiated for me.

46. The post of Medical Inspector of Emigrants was held by Lieutenant-Colonel E. H. Brown, M.D., I.M.S., from the beginning of the year to 9th November, and by Major F. O'Kinealy, I.M.S., from the 10th November to the end of the year.

47. Babu Nava Krishna Ghose, B.A., my Head Assistant, performed his duties in his usual careful and painstaking manner.

## SECTION IX.

### APPENDICES.

48. The following returns are annexed as appendices to this report:—

- I.—Statement showing districts of registration of emigrants.
- II.—Statement showing sickness and mortality in depôts and outside hospitals.
- III.—Statement showing the colonies from which emigrants returned to India and those to which they re-emigrated during 1909.
- IV.—Classified statement showing the savings brought back by returned emigrants.
- V.—Statement showing the resident Indian population in the colonies and the savings effected by them.
- VI.—Statement showing receipts and charges during the year 1909.
- VII.—Statement showing registered emigrants classified according to native districts.
- VIII.—Statement showing the number and description of emigrants despatched to the colonies.
- IX.—Statement showing the number of emigrants despatched to and returned from the colonies east of the Cape of Good Hope.
- X.—Statement showing the number of emigrants despatched to and returned from the colonies west of the Cape of Good Hope.

APPENDICES.

I.—Statement showing Districts of Registration of Emigrants.

COLONIES IMPORTING INDIAN LABOUR.		NUMBER REGISTERED IN DISTRICTS OF BENGAL.					NUMBER REGISTERED IN DISTRICTS OF BIHAR.									
Name.	Whether British or Foreign.	Calcutta (by the Protector of Immigrants).	Burdwan.	24 Parganas.	Total.	Champaran.	Darbhanga.	Muzaffarpur.	Patna.	Shahabad.	Saran.	Total.	Grand total.	Percentage.		
															3	4
Demerara ...	British ...	22	10	119	197	...	39	45	...	50	50	28	192	383	9.83	
Trinidad ...	Do. ...	41	31	157	269	...	136	40	...	94	18	28	320	579	15.67	
Jamaica ...	Do. ...	20	8	17	45	...	40	29	...	45	...	...	123	165	9.70	
Natal ...	Do. ...	...	...	14	14	...	...	...	...	31	27	...	198	140	10.37	
Fiji ...	Do. ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Surinam ...	Dutch ...	...	8	140	148	9	12	42	...	...	11	...	74	222	10.70	
Total of { 1909 ...	...	122	54	447	654	19	224	156	2	221	108	47	835	1,489	11.73	
Total of { 1908 ...	...	252	24	605	912	32	85	112	17	190	365	70	902	1,814	10.22	

COLONIES IMPORTING INDIAN LABOUR.		NUMBER REGISTERED IN THE DISTRICTS OF THE UNITED PROVINCES OF AGRA AND OUDH.																
Name.	Whether British or Foreign.	Agra.	Allahabad.	Azamgarh.	Bareilly.	Basti.	Benares.	Cawnpur.	Fatehpur.	Ghazipur.	Gorakhpur.	Jaunpur.	Jhansi.	Meerut.	Mirzapur.	Muttra.	Total.	Percentage.
Demerara ...	British ...	177	227	12	84	207	92	472	2	112	104	45	24	11	...	80	1,872	46.29
Trinidad ...	Do. ...	124	102	...	30	608	112	224	...	127	185	51	...	...	12	65	1,752	46.52
Jamaica ...	Do. ...	112	22	4	24	322	127	101	...	66	66	...	...	...	...	75	967	58.65
Natal ...	Do. ...	...	...	...	5	272	22	22	...	17	20	20	...	...	...	...	...	...
Fiji ...	Do. ...	67	22	...	...	272	22	22	...	17	20	20	...	...	...	...	...	...
Surinam ...	Dutch ...	25	120	...	...	127	22	22	...	17	20	20	...	...	...	...	...	...
Total of { 1909 ...	...	322	541	15	142	1,227	402	1,272	2	222	647	122	24	11	24	275	6,127	48.62
Total of { 1908 ...	...	602	207	14	202	2,722	222	1,502	2	222	1,007	201	...	...	51	142	2,122	45.72

COLONIES IMPORTING INDIAN LABOUR.		NUMBER REGISTERED IN THE DISTRICTS OF THE UNITED PROVINCES OF AGRA AND OUDH.												
Name.	Whether British or Foreign.	Barrackpore.	Barrackpore.	Fyzabad.	Gonda.	Kheri.	Lucknow.	Parabgarh.	Raj Baharelill.	Sitapur.	Sultampur.	Unao.	Total.	Percentage.
Demerara ...	British ...	22	127	202	222	27	24	...	...	21	2	21	1,222	24.22
Trinidad ...	Do. ...	...	22	222	222	...	22	...	...	...	...	...	1,222	24.22
Jamaica ...	Do. ...	...	...	222	222	...	22	...	...	...	...	...	1,222	24.22
Natal ...	Do. ...	...	...	222	222	...	22	...	...	...	...	...	1,222	24.22
Fiji ...	Do. ...	...	...	222	222	...	22	...	...	...	...	...	1,222	24.22
Surinam ...	Dutch ...	...	...	222	222	...	22	...	...	...	...	...	1,222	24.22
Total of { 1909 ...	...	22	242	2,222	2,222	27	277	...	...	22	222	22	4,222	24.22
Total of { 1908 ...	...	...	222	2,222	2,222	...	400	11	10	...	222	...	7,222	41.22

COLONIES IMPORTING INDIAN LABOUR.		NUMBER REGISTERED IN BRITISH DISTRICT OF AJMER.		NUMBER REGISTERED IN THE CENTRAL PROVINCES.					NUMBER REGISTERED IN THE PUNJAB.		Grand total of each colony of all districts.
Name.	Whether British or Foreign.	Ajmere.	Percentage.	Durg.	Hoshangabad.	Jabalpur.	Total.	Percentage.	Delhi.	Percentage.	
											47
Demerara ...	British ...	7	12	...	...	27	27	1.72	101	4.22	3,272
Trinidad ...	Do. ...	24	22	...	...	...	...	...	...	...	2,222
Jamaica ...	Do. ...	...	...	...	...	...	...	...	...	...	1,700
Natal ...	Do. ...	...	...	...	...	...	...	...	...	...	...
Fiji ...	Do. ...	...	...	...	...	12	12	...	...	...	1,222
Surinam ...	Dutch ...	...	...	...	...	...	...	...	74	3.27	2,072
Total of { 1909 ...	...	41	22	...	...	72	72	2.22	222	2.02	12,222
Total of { 1908 ...	...	42	27	...	...	22	71	4.22	272	2.11	12,722

II.—Statement showing the causes of sickness and mortality in depôts and outside hospitals.

DISEASES IN DEPÔTS.	DEMERARA.				TRINIDAD.				JAMAICA.			
	Sickness.		Death.		Sickness.		Death.		Sickness.		Death.	
	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.
1	2	3	4	5	6	7	8	9	10	11	12	13
Cholera ...	...	...	...	...	3	·09	1	·03	...	...	...	...
Dysentery ...	19	0·6	...	...	2	·06	...	...	5	·34	...	...
Diarrhœa ...	1	·0	...	...	1	·03	...	...	...	...	...	...
Fevers ...	54	1·7	2	·06	35	1·08	...	...	33	2·26	...	...
Cerebro-spinal meningitis ...	17	·55	8	·25	25	·77	15	·46	14	0·96	9	·61
Measles ...	...	...	...	...	...	...	...	...	...	...	...	...
Small-pox ...	...	...	...	...	3	·09	...	...	...	...	...	...
Chicken-pox ...	...	...	...	...	...	...	...	...	...	...	...	...
Respiratory diseases ...	35	1·1	8	·25	33	1·02	7	·21	33	2·26	4	·27
Venereal diseases ...	70	2·2	...	...	43	1·33	...	...	31	2·12	...	...
Mumps ...	...	...	...	...	...	...	...	...	...	...	...	...
Other diseases ...	36	1·1	3	·09	16	·49	...	...	3	·20	...	...
Total of { 1909 ...	232	7·5	21	·67	161	4·90	23	0·71	119	8·16	13	89
{ 1908 ...	192	8·7	16	·73	169	5·24	10	·31	31	4·95	1	·15

DISEASES IN DEPÔTS.	NATAL.		FJL.		SUBINAM.		TOTAL.									
	Sickness.		Death.		Sickness.		Death.									
	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.	Number.	Percentage.								
	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
Cholera ...	...	...	...	...	...	...	...	...	...	...	...	...	3	·02	1	...
Dysentery ...	...	...	...	...	...	...	...	...	10	·40	...	...	36	·31	...	...
Diarrhœa ...	...	...	...	...	...	...	...	...	3	·12	...	...	5	·04	...	...
Fevers ...	...	...	...	...	5	·48	...	...	52	2·10	6	·24	179	1·58	8	·07
Cerebro-spinal meningitis ...	...	...	...	...	8	·77	3	·29	13	·52	9	·36	77	·68	44	·39
Measles ...	...	...	...	...	...	...	...	...	1*	·04	...	...	*1	·04	...	...
Small-pox ...	...	...	...	...	1	·09	...	...	...	...	...	...	1	...	...	...
Chicken-pox ...	...	...	...	...	...	...	...	...	...	...	...	...	3	·02	...	...
Respiratory diseases ...	...	...	...	...	18	1·74	3	·29	8	·32	2	·08	127	1·12	24	·21
Venereal diseases ...	...	...	...	...	24	2·33	...	...	6	·24	...	...	174	1·54	...	...
Mumps ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Other diseases ...	...	...	...	...	8	·77	1	·09	14	·56	...	...	77	·68	4	·03
Total of { 1909 ...	...	...	...	...	64	6·21	7	·67	107	4·33	17	·68	683	6·05	81	0·71
{ 1908 ...	96	8·78	12	1·09	331	7·19	23	·50	308	9·02	22	·64	1,127	7·44	84	·55

\* This case remained over from the previous year.

III.—Statement showing the Colonies from which emigrants returned to India and those to which they re-emigrated during 1909.

Colonies.	NUMBERS OF EMIGRANTS DESPATCHED TO THE COLONIES.												COLONIES FROM WHICH RE-EMIGRATING EMIGRANTS HAD RETURNED TO INDIA.											
	Fresh emigrants.				Returned emigrants.				Percentage of returned to fresh emigrants.				Demerara.				Trinidad.				Jamaica.			
	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
Demerara	1,684	663	181	2,478	14	17	6	37	0.63	2.58	4.58	1.49	13	10	...	23	...	3	1	4	3	1	1	...
Trinidad	1,590	625	142	2,357	68	37	18	123	4.27	5.33	13.67	5.51	10	4	...	19	15	4	1	4	3	1	...	...
Jamaica	728	379	48	1,039	41	35	13	78	5.71	8.96	28.57	7.60	3	7	...	17	...	...	...	...	...	...	...	...
Mauritius	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Natal	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Fiji	438	163	31	639	23	8	5	36	5.28	4.90	16.13	5.69	1	...	...	1	...	...	...	...	...	...	...	...
Surinam	1,332	488	144	1,864	26	15	1	42	2.11	3.07	...	2.25	...	...	...	...	...	...	...	...	...	...	...	...
Total	8,668	3,215	690	8,573	173	102	43	318	3.03	4.50	8.37	5.77	23	21	13	65	23	17	6	45	4	3	...	7

Colonies.	COLONIES FROM WHICH RE-EMIGRATING EMIGRANTS HAD RETURNED TO INDIA.																Percentage.				
	Fiji.				Mauritius.				Natal.				Surinam.					Total of returned emigrants.			
	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.		Men.	Women.	Children.	Total.
26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47
Demerara	...	1	...	1	...	...	...	...	...	...	...	...	...	1	...	1	14	17	6	37	11.70
Trinidad	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Jamaica	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Mauritius	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Natal	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Fiji	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Surinam	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total	11	14	4	19	6	3	1	9	26	51	19	158	9	4	...	13	173	102	43	318	...

IV.—Classified statement showing the savings brought back by returned emigrants.

Colonies.	Name of vessel.	NUMBER OF SOULS EMBARKED AT COLONY.				NUMBER OF EMIGRANTS WHO BROUGHT BACK SAVINGS VARYING FROM—				Total number who brought back savings.	Number who brought back no savings.	Reasons as far as they can be ascertained that led to failure.	GENERAL REMARKS.
		Men.	Women.	Children.	Total.	Rs. 1 to 50.	Rs. 51 to 100.	Rs. 101 to 151.	Above Rs. 151.				
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Mauritius	S.S. "Satara"	117	31	14	152	1	...	1	...	...	150	...	Idleness, illness, improvidence or the return emigrants being women, children, old people or invalids.
	S.S. "Fultala"	117	25	15	157	...	...	...	...	...	150	...	
	S.S. "Umlasi"	34	7	4	45	...	...	...	...	...	...	...	
	S.S. "Umsinto"	87	20	27	134	...	...	...	...	...	...	...	
Natal	S.S. "Umlasi"	145	28	25	198	...	...	...	...	...	...	...	
	S.S. "Umsinto"	141	28	25	194	...	...	...	...	...	...	...	
	S.S. "Umkusi"	56	22	20	98	...	...	...	...	...	...	...	
	S.S. "Umsinto"	174	28	27	311	...	...	...	...	...	...	...	
	S.S. "Umsinto"	90	20	17	127	...	...	...	...	...	...	...	
S.S. "Umlasi"	22	4	6	32	...	...	...	...	...	...	...		
					1,222	...	...	...	...	1,006	127		
Fiji(a)	S.S. "Sangola"	275	72	67	414	13	17	15	137	181	235	...	
Demerara	S.S. "Indus"	427	146	160	733	137	96	73	341	547	245	...	
Trinidad	S.S. "Mutiah"	253	117	118	488	21	25	23	207	236	253	...	
Jamaica	S.S. "Mutiah"	61	23	26	111	8	2	6	35	43	68	...	
Surinam(b)	S.S. "Mutiah"	259	66	74	401	19	18	16	133	191	310	...	
	Total	2,231	690	730	3,651	196	169	134	745	2,344	1,407	...	

(a) Besides the savings which amounted to Rs. 1,12,220 the jewellery declared by the emigrants was estimated at ... 11,844

Total ... 1,24,064

(b) The highest deposit made by an individual emigrant was Rs. 1,004-4-4.

V.—Statement showing the resident Indian population in the colonies and the savings effected by them.

NAME OF COLONY.	Total number of resident Indian population at end of 1908.	Number of emigrants who arrived or were on their way to the colony during 1909.	Savings of the total number of immigrants resident in the colony at end of 1908.	Average savings of immigrants resident in the colony at end of 1908.
1	2	3	4	5
			£. s. d.	£. s. d.
Demerara ...	132,921	2,515	2,76,336 3 8½	2 1 6
Trinidad ...	102,846	2,480	1,18,716 12 3½	1 3 1
Mauritius ...	261,590	.....	15,30,258 4 3	5 17 8
Natal ...	103,148	.....	1,06,724 15 11	1 0 5
Fiji ...	33,160	668	24,849 8 5	0 14 11
Jamaica ...	14,348	1,117	80,706 17 2	5 12 8
Surinam ...	25,197	1,908	31,120 13 11	1 4 9

VI.—Statement showing receipts and charges during 1909.

Receipts.		Charges.	
	Rs. A. P.		Rs. A. P.
Fees rebilled from emigrants embarked at Rs. 3 per head ..	25,521 0 0	Pay and allowance of emigration officers	11,778 0 0
Miscellaneous ...	12 14 0	Office establishment	6,129 9 0
Unclaimed estates of deceased emigrants credited to Government ...	1,048 7 3*	Contingencies ...	17,905 9 0
		Office rent ...	137 6 5
		Postage and Telegram charges ...	2,192 1 4
		Miscellaneous ...	142 3 11
		Travelling allowance to officers ...	255 3 4
		Remuneration to registering clerks ...	851 14 4
		Periodicals and purchase of books ...	1,891 6 1
		Pension and leave allowance at 25 per cent. ...	38 7 6
			4,299 12 11
		Total	27,713 15 10
		Deficit	1,133 10 7
Total	28,580 5 8	Total	26,580 6 3

\* For the financial year 1908-1909.

**STATEMENT VII.**



VII.—Statement showing emigrants registered for the colonies in the districts of Bengal, the to native districts or

DISTRICT OF REGISTRATION.	Total number registered in each district.	Resident's of districts of registration registered in each district.	BENGAL, BIHAR AND ORISSA.							UNITED PROVINCES OF									
			Darbhanga.	Gaya.	Munsterpur.	Patna.	Shahabad.	Other districts.	Total.	Agra.	Allahabad.	Azamgarh.	Basti.	Benares.	Cawnpur.	Etawah.	Fatehpur.	Ghazipur.	
																			1
BENGAL, BIHAR AND ORISSA.	Alipur ...	447	1	0.22	...	...	...	...	104	104	...	...	...	...	...	...	...	...	
	Calcutta ...	123	...	...	...	...	...	...	36	36	...	...	...	...	...	...	...	...	
	Burdwan ...	84	1	1.19	...	...	...	...	45*	45	...	...	...	...	...	...	...	...	
	Darbhanga ...	284	195	68.66	195	...	67	...	17	279	...	...	...	...	...	...	...	...	
	Gaya ...	158	92	58.29	...	92	...	...	32	124	...	...	...	...	...	...	...	...	
	Patna ...	221	88	39.81	...	...	88	...	101	189	...	...	...	...	...	...	...	...	
	Shahabad ...	103	61	57.54	...	...	...	61	9	70	...	...	...	...	...	...	...	...	
	Other districts	68	...	...	...	...	...	...	44	44	...	...	...	...	...	...	...	...	
UNITED PROVINCES OF AGRA AND OUDH.	Agra ...	522	76	14.56	...	...	...	...	...	76	...	...	...	...	...	...	...	...	
	Allahabad ...	541	181	33.45	...	...	...	...	3	3	181	...	...	...	...	...	...	...	
	Bareilly ...	143	40	27.97	...	...	...	...	1	1	...	...	...	...	...	...	...	...	
	Basti ...	1,727	1,586	91.83	...	...	...	...	2	2	...	1,586	...	...	...	...	...	...	
	Bahraich ...	346	286	78.59	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
	Bara Banki ...	88	21	23.86	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
	Benares ...	408	68	16.66	...	...	...	...	25	25	...	66	...	68	...	...	...	...	
	Cawnpur ...	1,376	125	9.09	...	...	...	...	7	7	...	...	...	125	63	57	...	...	
	Fyzabad ...	2,232	781	34.98	...	...	...	...	13	13	...	...	672	...	...	...	...	...	
	Ghazipur ...	353	57	16.14	...	...	...	62	...	62	...	...	100	...	...	...	...	57	
	Gorakhpur ...	647	198	30.60	...	...	...	...	17	17	...	...	358	...	...	...	...	...	
	Gonda ...	1,395	1,043	74.76	...	...	...	...	...	...	...	...	94	...	...	...	...	...	
	Jaunpur ...	129	29	22.48	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
	Lucknow ...	277	29	10.46	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
	Muttra ...	375	48	12.80	...	...	...	...	2	2	...	...	...	...	...	...	...	...	
Sitapur ...	65	58	89.23	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Sultanpur ...	132	91	74.59	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Unao ...	68	4	5.88	...	...	...	...	...	...	...	...	...	...	...	...	...	...		
Other districts	104	...	...	...	...	...	...	2	2	...	...	...	...	...	...	...	...		
CENTRAL PROVINCES.	Delhi ...	265	30	11.32	...	...	...	...	2	2	...	...	...	...	...	...	...	...	
	Ajmere ...	41	3	7.31	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
	Jabalpur ...	79	9	11.39	...	...	...	...	...	...	...	...	...	...	...	...	...	...	
Total ...	12,691	...	...	196	92	37	88	123	462	1,027	76	181	66	2,810	68	135	53	57	67

\* Including one born in the district of Barisal in N. B.—In this statement the districts in which less than 50 emigrants

United Provinces of Agra and Oudh and other Provinces during the year 1909 classified according to districts of residence.

RESIDENCE.																					
AGRA AND OUDH.													Native States.	Central Provinces including Berar.	Ajmere.	CENTRAL INDIA.			Punjab.	Madras and Bombay.	GRAND TOTAL.
Gorakhpur.	Meerut.	Bahraich.	Fyzabad.	Gonda.	Lucknow.	Pratapgarh.	Rai Bareilly.	Sitapur.	Sultampur.	Unao.	Other districts.	Total.				Gwalior.	Other districts.	Total.			
20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41
...	...	...	...	...	...	...	...	...	...	...	318	318	4	6	...	...	6	6	6	6	447
...	...	...	...	...	...	...	...	...	...	...	86	86	...	...	...	...	1	1	...	...	123
...	...	...	...	...	...	...	...	...	...	...	86	86	...	1	...	...	2	2	...	1	84
...	...	...	...	...	...	...	...	...	...	...	6	6	...	...	...	...	...	...	...	...	284
...	...	...	...	...	...	...	...	...	...	...	82	82	...	...	...	...	...	...	...	...	166
...	...	...	...	...	...	...	...	...	...	...	31	31	...	...	...	...	...	...	1	...	221
...	...	...	...	...	...	...	...	...	...	...	34	34	...	...	...	...	...	...	2	...	106
...	...	...	...	...	...	...	...	...	...	...	24	24	...	...	...	...	...	...	...	...	68
...	...	...	...	...	...	...	...	...	...	...	218	294	126	4	8	64	14	68	19	3	622
...	...	...	...	...	...	76	...	...	...	...	218	474	4	8	1	...	45	45	2	4	541
...	...	...	...	...	...	...	...	...	...	...	133	133	6	...	...	...	...	...	2	1	14
...	...	...	...	86	...	...	...	...	...	...	69	1,724	...	...	...	...	1	1	...	...	1,727
...	...	285	...	...	...	...	...	...	...	...	81	346	...	...	...	...	...	...	...	...	346
...	...	...	...	...	...	...	...	...	...	...	87	87	...	...	...	...	...	...	1	...	88
...	...	...	...	...	...	...	...	...	...	...	244	368	2	1	1	...	8	8	...	3	408
...	...	...	...	62	66	65	144	69	77	119	446	1,253	29	11	2	...	63	63	15	6	1,975
...	...	...	781	358	...	...	...	...	167	...	227	2,205	2	1	1	...	10	10	...	...	2,232
...	...	...	...	...	...	...	...	...	...	...	129	286	2	...	...	...	2	2	1	...	353
199	...	...	...	...	...	...	...	...	...	...	74	639	...	...	...	...	...	...	...	...	647
...	...	232	...	1,043	...	...	...	...	...	...	28	1,396	...	...	...	...	...	...	...	...	1,396
...	...	...	...	...	...	...	...	...	...	...	126	126	2	1	...	...	1	1	...	...	129
...	...	...	...	...	...	...	...	...	...	...	273	273	3	1	...	...	...	...	...	...	277
...	...	...	...	...	...	...	...	...	...	...	156	166	83	2	6	...	18	18	8	1	275
...	...	...	...	...	...	...	...	63	...	...	6	64	...	...	...	...	...	...	1	...	66
...	...	...	...	...	...	...	...	...	91	...	31	132	...	...	...	...	...	...	...	...	122
...	...	...	...	...	...	...	...	...	...	...	67	67	...	...	...	...	1	1	...	...	68
...	...	...	...	...	...	...	...	...	...	...	89	89	...	2	...	...	10	10	...	...	104
...	66	...	...	...	...	...	...	...	...	...	103	169	39	2	1	...	4	4	46	2	265
...	...	...	...	...	...	...	...	...	...	...	...	...	32	1	2	...	6	6	1	...	41
...	...	...	...	...	...	...	...	...	...	...	20	20	2	26	...	...	20	20	...	1	79
198	66	497	781	1,538	66	130	144	127	236	119	3,371	10,846	336	67	21	64	311	265	106	26	12,691

the Province of Eastern Bengal and Assam were registered or born have been grouped together and shown as "Other districts."

VIII.—Annual Return of Emigrants despatched to Demerara, Trinidad, Jamaica, Fiji and Surinam during the year 1909.

No. 1.—As to AGE AND SEX.

	DEMERARA.				TRINIDAD.				JAMAICA.				
	Males.	Females.	Total.	Proportion of women to men.	Males.	Females.	Total.	Proportion of women to men.	Males.	Females.	Total.	Proportion of women to men.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Under 5 years ...	26	7	47		23	20	43		10	7	17		
From 5 to 10 years...	138	39	205		80	53	133		13	19	37		
" 10 to 20 "	205	144	444		212	143	459		175	71	246		
" 20 to 30 "	1,365	622	1,984	40.04	1,279	519	1,791	39.57	558	235	791		40.03
" 30 to 40 "	57	1	47		63	7	70		29	8	36		
" 40 to 50 "	...	...	1		...	...	...		...	...	...		
Total ...	1,774	741	2,515		1,740	740	2,480		787	330	1,117		

	FIJI.				SURINAM.				TOTAL.		GRAND TOTAL.
	Males.	Females.	Total.	Proportion of women to men.	Males.	Females.	Total.	Proportion of women to men.	Males.	Females.	
14	15	16	17	18	19	20	21	22	23	24	
Under 5 years ...	2	3	5		23	23	46		20	25	75
From 5 to 10 years...	17	14	31		23	23	46		194	263	367
" 10 to 20 "	87	81	118		223	92	321		1,113	477	1,590
" 20 to 30 "	368	136	508	37.09	923	408	1,401	39.83	4,551	1,819	6,363
" 30 to 40 "	6	2	8		23	2	29		170	30	200
" 40 to 50 "	...	...	...		...	...	...		...	1	1
Total ...	480	183	668		1,327	569	1,906		6,118	2,568	8,686

\* The deficiency was made good by taking into account 17 women who proceeded to the colony outside the provisions of the Act.  
 † Ditto ditto ditto 23 ditto ditto ditto ditto ditto.  
 ‡ Ditto ditto ditto 2 ditto ditto ditto ditto ditto.

No. 2.—As to PLACES WHENCE EMIGRANTS CAME TO CALCUTTA FOR EMBARKATION.

	DEMERARA.			TRINIDAD.			JAMAICA.			FIJI.			SURINAM.			TOTAL.		GRAND TOTAL.
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
Orissa ...	1	...	1	...	...	...	1	...	1	...	...	...	...	...	...	2	...	2
Bengal ...	1	1	2	...	...	...	1	1	...	...	...	...	...	...	...	2	...	2
Eastern Bengal and Assam ...	...	...	...	1	...	1	...	...	...	...	...	...	...	...	...	1	...	1
Bihar ...	118	61	179	102	90	262	97	87	104	88	17	55	68	33	16	445	236	686
United Provinces of Agra and Oudh ...	765	292	1,057	821	360	1,181	579	372	551	193	86	279	607	220	266	2,765	1,199	3,964
Madh ...	730	314	1,064	365	263	627	220	205	225	220	63	303	580	279	799	2,486	963	3,478
Central Provinces and Berar ...	15	13	28	7	2	9	1	...	1	6	2	8	7	5	12	36	22	58
Central India ...	38	27	65	24	4	28	18	8	126	7	...	7	33	13	46	120	53	178
Ajmere ...	2	1	3	2	...	2	1	...	1	...	...	...	1	1	2	7	1	8
Punjab ...	27	9	36	2	...	2	...	...	5	2	...	2	16	1	17	156	13	169
Native States ...	54	23	78	45	17	62	22	7	39	12	...	12	24	8	30	167	52	219
Bombay and Madras ...	3	1	4	1	1	2	2	...	2	1	...	1	4	1	5	11	3	14
Total ...	1,774	741	2,515	1,740	740	2,480	787	330	1,117	480	188	668	1,337	569	1,906	6,118	2,568	8,686

No. 3.—As to CASTE AND RELIGION.

Brahmins and high castes ...	134	86	220	208	62	268	137	83	160	65	22	67	168	61	229	700	264	964
Agriculturists ...	631	198	829	634	181	705	223	77	305	144	22	122	420	134	554	1,047	622	2,678
Artisans ...	153	71	224	150	60	180	73	51	104	22	10	48	113	47	158	506	209	715
Low castes ...	227	233	460	695	340	1,005	245	194	369	178	66	262	418	220	638	2,031	1,002	3,033
Muslimans ...	229	124	353	214	105	319	114	65	179	67	22	89	215	107	325	632	463	1,095
Christians ...	...	...	...	1	2	3	...	...	...	...	...	...	...	...	1	2	3	4
Total ...	1,774	741	2,515	1,740	740	2,480	787	330	1,117	480	188	668	1,337	569	1,906	6,118	2,568	8,686

MEMORANDUM.

	Males.	Females.	Total.
Hindus ...	5,184	2,103	7,287
Muslimans ...	632	463	1,095
Christians ...	2	2	4
Total ...	4,118	2,568	6,686

*IX.—Table exhibiting the number and description of East Indian Emigrants who left Calcutta for Fiji, and those that returned from Natal and other Colonies during the year 1909.*

NAMES OF COLONIES.	EMBARKED.								RETURNED.							
	Men.	Women.	Children.		Infants.		Total number of souls.	Total number of statute adults.	Men.	Women.	Children.		Infants.		Total number of souls.	Total number of statute adults.
			Boys.	Girls.	Boys.	Girls.					Boys.	Girls.	Boys.	Girls.		
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Natal ...	...	...	...	...	...	...	...	...	751	217	83	83	44	45	1,223	1,095
Fiji ...	461	171	17	14	3	3	669	650	275	73	21	20	7	11	413	379
Mauritius ...	...	...	...	...	...	...	...	...	330	66	11	13	6	3	308	292
Total ...	461	171	17	14	3	3	669	650	1,254	356	115	123	57	59	1,943	1,766

*X.—Table exhibiting the number and description of East Indian Emigrants who left Calcutta for the West Indies during the year 1909, and the number that returned therefrom during the same period.*

Demerara ...	1,098	680	56	34	20	27	2,515	2,449	409	146	75	30	3	3	775	695
Trinidad ...	1,056	668	60	33	22	20	2,460	2,400	343	114	67	27	3	5	574	515
Jamaica ...	759	304	18	19	10	7	1,117	1,090	63	23	10	9	2	2	102	96
Surinam ...	1,368	603	37	22	43	34	1,906	1,833	357	68	31	31	7	5	493	468
Total ...	5,378	2,149	171	148	94	68	8,018	7,770	1,231	350	173	107	20	16	1,957	1,769

# GENERAL DEPARTMENT.

## EMIGRATION.

DARJEELING, THE 29TH JUNE 1910.

### RESOLUTION No. 1116T.—G.

#### READ—

The Annual Report on Emigration from the Port of Calcutta to British and Foreign Colonies during the year 1909.

The only important administrative measure adopted by this Government during 1909 was the appointment of the Sub-Registrar of Raniganj to be a registering officer under the Indian Emigration Act, the object being to remove the inconvenience, experienced by the Emigration Agent for Trinidad, in taking intending emigrants recruited in Raniganj to Asansol for purposes of registration. A Committee was appointed in London during the year under review to consider the general question of indentured emigration from India, the particular Colonies to which it might be encouraged, and the advantages to be derived by India and the Colonies. The Committee's enquiries were not completed till after the close of the year.

2. Five Emigration Agencies were at work during 1909 as compared with six in the preceding year. Four of these Agencies worked on behalf of the British Colonies and one for the Dutch Colony of Surinam. The total number of emigrants requisitioned and despatched to these Colonies amounted to 9,374 and 8,420, respectively, as against 9,278 and 10,160 in 1908, the largest numbers going to Demerara and Trinidad. The supply to Jamaica exceeded the demand by two: Trinidad and Surinam received the numbers indented for. In the case of Fiji, which requisitioned 1,551 labourers for the year, 901 were despatched on the 30th December 1908 and the rest in 1909. The number required by Demerara was not supplied in full, because the vessels engaged had not sufficient accommodation. No requisition was received from Natal.

3. The number of recruiters licensed was 571 (27 less than in 1908), and 27 licenses, as against 25 in the previous year, were cancelled. In all 12,691 emigrants, or 5,057 less than in the previous year, were registered in 1909. The decrease is attributed to the greater prosperity of the labouring classes on account of good harvests and the general fall in prices, and also to an increased demand for labour in the recruiting districts. As in previous years, the majority (85·23 per cent.) of the emigrants were recruited in the United Provinces of Agra and Oudh, the districts of Fyzabad, Gonda, Cawnpore and Basti furnishing the largest numbers.

4. Of the 12,793 emigrants admitted into the sub-depôts, 1,827 were rejected as unfit to emigrate, and of the rest 10,387 arrived at the Calcutta depôts. This number was subsequently reduced by rejections, releases and other causes to 8,809, of whom only 8,686, or 1,833 less than in 1908, were shipped in 1909 and 123 were left for subsequent despatch. Three hundred and sixteen return emigrants re-engaged as against 383 in the previous year. The number of vessels employed to carry the emigrants was 11, and all were steamers. The total mortality on the voyages to the Colonies was 43, as against 55 in 1908.

5. The sanitary arrangements in the depôts were satisfactory. The depôt of the British Guiana and Natal Agency was reconstructed according to a more modern design, while improvements were effected in the depôt of the Agency for Trinidad, Fiji, Jamaica and Mauritius. The depôt of the Surinam Agency was also maintained in good order. The percentage of deaths to the depôt population was ·71 in the year under report compared with ·55 in 1908; the increase was due to an epidemic of cerebro-spinal meningitis, which alone caused 44 out of 81 deaths from all causes.

6. Three thousand nine hundred and forty-one emigrants returned from the Colonies during the year, bringing with them savings amounting to

Rs. 6,91,121, the average for each emigrant being Rs. 175-5, as against Rs. 175 in the previous year. On the other hand, as many as 1,597, of whom 730 were children, brought back no savings at all. As in previous years, the emigrants in Natal sent the largest remittances by money-orders, the total amount so sent being Rs. 7,94,863. In Natal emigrants are not allowed to settle or invest their money in the purchase of immoveable property after the period of their indenture. Time-expired coolies are either re-indentured or returned to India.

7. The accounts of the year show that the receipts and charges amounted to Rs. 26,580 and Rs. 27,713, respectively, as compared with Rs. 29,520 and Rs. 28,641, respectively, in 1908. The deficit of Rs. 1,133 was due to the fact that the fees realized on account of 1,117 emigrants despatched in December 1909 were received in January 1910, and therefore not included in the accounts of the year.

8. The thanks of the Lieutenant-Governor are due to Dr. Banks, who held the office of Protector of Emigrants throughout the year, with the exception of 14 days, when Dr. W. Forsyth, Port Health Officer of Calcutta, officiated, for his careful and sympathetic administration.

By order of the Lieutenant-Governor of Bengal,

W. R. GOURLAY,

*Offg. Secy. to the Govt. of Bengal.*

Circular No. 19T.—G.

Copy forwarded to all Commissioners of Divisions for information and for favour of communication to the District Officers subordinate to them.

No. 1117T.—G.

Copy forwarded to the Protector of Emigrants, Calcutta, for information, with reference to his letter No. 1243, dated the 29th April 1910.

By order of the Lieutenant-Governor of Bengal,

H. A. F. LINDSAY,

*Under-Secy. to the Govt. of Bengal.*

DARJEELING;  
GENERAL DEPT.—Emigration,  
The 29th June 1910.

EMIGRATION FROM INDIA TO THE CROWN COLONIES AND  
PROTECTORATES.

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52192

REPORT OF THE COMMITTEE

ON

EMIGRATION FROM INDIA TO THE  
CROWN COLONIES AND PROTECTORATES.

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*(The Minutes of Evidence and the Papers laid before the Committee are printed  
separately as [Cd. 5193.] and [Cd. 5194.] respectively.)*

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Presented to both Houses of Parliament by Command of His Majesty.  
June 1910.

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(ii)

**Minute by the Right Honourable the Earl of Crewe, K.G.,  
Secretary of State for the Colonies, appointing  
the Committee.**

---

Appoint Lord SANDERSON, G.C.B.; Lord SANDHURST, G.C.S.I.; Sir GEORGE SCOTT ROBERTSON, K.C.S.I., M.P.; Sir JAMES DIGGES LA TOUCHE, K.C.S.I.; HUGH BERTRAM COX, Esq., C.B.; WILFRID ASHLEY, Esq., M.P.; SELWYN HOWE FREMANTLE, Esq.; WALTER DEVONSHIRE ELLIS, Esq., to be a Committee to consider the following questions :—

- (a) The general question of emigration from India to the Crown Colonies.
- (b) The particular Colonies in which Indian immigration may be most usefully encouraged.
- (c) The general advantages to be reaped in each case—
  - (i) by India itself;
  - (ii) by each particular Colony.

REGINALD HERBERT GRIFFIN, Esq., to act as Secretary.

CREWE.

3rd March 1909.

---

# COMMITTEE ON EMIGRATION FROM INDIA.

## REPORT.

Colonial Office,  
26 April 1910.

My Lord,

WE have the honour to submit our Report on the questions referred to us by your Lordship's Minute of the 3rd of March 1909.

Proceedings  
of the Com-  
mittee.

2. We have held 71 sittings and examined 83 witnesses.

3. At the outset of our inquiry you were good enough to address a telegram to the Governors of all the Crown Colonies and Protectorates (excepting six which were obviously not concerned), desiring them to report:—

- (1) What demand and what openings for the employment of Indian labour (whether indentured or unindentured) and for the settlement of Indian immigrants existed in each Colony.
- (2) Whether the conditions of the Colony were suitable for the employment of Indian labour or for the settlement of Indians.
- (3) Whether the Colony would be prepared to offer any, and, if so, what, facilities with regard to passage and provision of land.

The Governors were further requested to state what persons, whether officials or others, they would suggest as witnesses, and when these would be available to give evidence.

4. The answers to this telegram formed a starting-point for our investigation. But in the course of our proceedings other witnesses, who for various reasons were interested in the question, offered themselves or were recommended to our notice, and several gentlemen who were known to us as having studied the subject in one or more of its aspects, either in an official capacity or as students of scientific and political questions, attended at our request to give us the benefit of their experience.

5. We have thus derived much valuable assistance and information from Sir Nevile Lubbock, K.C.M.G., Mr. W. M. Campbell, and Mr. A. E. Aspinall, the President, Chairman, and Secretary of the West India Committee; from Mr. T. Prentice, a member of that Committee and a director of the Glasgow West India Association; from Sir Charles Bruce, G.C.M.G., and Lord Stanmore, G.C.M.G., who, as Governors in Mauritius, Trinidad, British Guiana, Ceylon, and Fiji, had devoted much attention to the improvement of the system for introducing coolie labour, and who since their retirement from office have continued to take an active interest in the matter; from Sir H. Hamilton Johnston, G.C.M.G., and Professor Alleyne Ireland, whose investigations and publications on this and cognate matters are well known; from Sir Daniel Morris, K.C.M.G., who as Imperial Commissioner of Agriculture in the West Indies has had exceptional opportunities of studying the conditions of agricultural labour in the West Indian Colonies; from several eminent medical and scientific professors who have been employed on special missions for the investigation of sanitary questions in the Colonies where Indian labour is employed; and from the Rev. J. Morton, who has for many years worked as a member, and eventually as the head, of the Canadian Presbyterian Mission among the Indian immigrants in Trinidad and other West Indian Colonies. In addition to these and to the large number of official and Colonial witnesses who have come before us during their visits to this country on leave and on private business, we have been enabled to obtain at the public expense the attendance of two gentlemen from Trinidad, who were deputed to represent the views of those opposed to the continuance of the present system, and of a barrister of Indian extraction, born in the Colony, and selected by the Indian community to give evidence on their behalf.

6. A young Indian gentleman from Trinidad, who had come to England to complete his education, and had just been called to the Bar at Lincoln's Inn, also came before us. His father had originally arrived in the Colony as an indentured coolie, but had risen to take charge of a small estate, and had eventually himself become a landed proprietor, and the son was returning to the Colony, which he regarded as his home.

7. To supplement the oral testimony which we have thus had the opportunity of eliciting, we have been supplied with a large amount of documentary evidence,

comprising returns and correspondence laid before Parliament, and reports (some of them exceedingly voluminous) of Commissions appointed to examine the defects and abuses which have from time to time been brought to light in the working of the system of indentured immigration in the several Colonies where it has been introduced; various tables of statistics have been compiled for our use, and the Governors of the several Colonies in which a system of indentured Indian immigration now exists have supplied memoranda giving a general analysis of the existing laws with regard to it, and of the changes which have been introduced into those laws during the last thirty years. We have also obtained from several of the witnesses lists of the most important of the various works and magazine articles in which the subject has been discussed. We cannot pretend to have perused the whole of this vast mass of official and unofficial literature, but we have studied those portions of it which appeared to us to have a material and present bearing on the questions on which we have to report.

8. We believe that by these methods we have succeeded in acquiring a sufficient knowledge of the main facts connected with the subject, and of the various aspects in which the matter is viewed by the different classes concerned, and, although in the course of our observations we shall have to notice one or two points of detail on which local enquiries might with advantage be instituted, these are not of such a nature that the result of those enquiries could in any material degree affect the conclusions at which we have arrived.

## I.

## THE GENERAL QUESTION OF EMIGRATION FROM INDIA TO THE CROWN COLONIES AS AFFECTING (1) INDIA, (2) THE COLONIES CONCERNED.

*Historical Retrospect.*PART I.  
—  
GENERAL  
QUESTION  
OF EMIGRA-  
TION FROM  
INDIA TO  
THE CROWN  
COLONIES.

9. In considering the general question of emigration from India to the Crown Colonies, indentured labour, or what is usually termed "Coolie Emigration," forms an element so important as practically to dominate all other factors. It will be useful, therefore, in the first place to give a short historical sketch of the circumstances in which this form of emigration took its rise, and of the action taken in regard to it by the Home Government and the Government of India from its inception up to the present time.

The chief source of information for this retrospect is, for the period up to 1870, Mr. J. Geoghegan's "Note on Emigration from India" (Calcutta, 1873; House of Commons Paper 134 of 1874), and, after that period, the printed summaries of the chief events of the Administration of successive Viceroys, which are preserved among the records of the Government of India.

*Brief Historical retrospect of the Action of the Government of India with reference to the Emigration of Indentured Labour.*History of  
indentured  
immigration.  
Period pre-  
vious to  
1842.

10. (In the early years of the 19th century certain sporadic attempts appear to have been made to engage labourers in Bengal to serve for a term of years in Mauritius and Réunion, but it was the abolition of slavery in the British Colonies in 1834 which gave the first great impetus to emigration.) In that year the sugar planters of Mauritius began importing labourers largely, and about 7,000 emigrants seem to have left Calcutta for that Colony between 1834 and 1837. The only measure of control which the Government of India attempted to exercise at that time was to require emigrants to appear before a magistrate and to satisfy him as to their freedom of choice and knowledge of the conditions which they were accepting. Contracts to labour were for five years and generally stipulated for wages at Rs. 5 monthly, in addition to liberal rations and clothing. The Government of India soon, however, became aware of the necessity of providing that the terms of the contract should be such as were approved by a responsible officer of Government and of making regulations to ensure the well-being of the emigrants on the voyage. With these objects Act V. of 1837, applying only to Bengal, and Act XXXII. of 1837, which applied to all the territories of the East India Company, were passed. Under these laws emigration was continued to Mauritius and one ship also left for British Guiana.

Discussions  
in Parlia-  
ment, 1837.

11. But in the same year the system of indentured labour was questioned in Parliament and there denounced by Mr. Powell Buxton, Lord Brougham, and others.

Emigration was thereupon suspended, and a Committee appointed in Calcutta to inquire into the whole matter. Their report, which was submitted in 1840, showed that abuses did undoubtedly exist in connection with recruitment in India. "With respect to the treatment of emigrants on the voyage and at Mauritius," Mr. Geoghegan states in the paper already mentioned, "the evidence was conflicting, but did not, I think, prove more than that there were some bad masters in Mauritius and that some of the ship captains engaged in the traffic were, from brutality or apathy of character, little fitted for the charge of coolies." Three of the members of the Committee were altogether opposed to further emigration, but a fourth member, Sir J. P. Grant, wrote an exhaustive study of the question, in which he came to the conclusion that the evils which had attended the system hitherto were preventible and recommended the re-opening of emigration to Mauritius and, more guardedly, to other colonies under certain precautions to be secured by legislation. The measures recommended by him included the restriction of emigration to certain ports, at each of which a Protector of Emigrants should be appointed who should be responsible that no coercion was employed and that all proper regulations concerning space, food, water, ventilation, medicine, &c., on the voyage had been duly attended to. He also advocated that security for return passage should be insisted on, and that the Government should refuse permission to ship emigrants to any colony where in its opinion "the law applicable to such emigrants is not in all respects such as is suitable to men of that class, and where adequate practical facilities, considering the circumstances of the immigrants, are not afforded by the colonial forms of procedure and institutions." He added: "In regard to law in the colony, no power to retain labourers within the limits of an estate, nor otherwise to interfere with their liberty out of working hours, nor to inflict corporal punishment upon them or any other punishment except by the hands of public justice, should, in my opinion, be permitted." Sir J. P. Grant's views have been given at some length because, though enunciated in this early stage of the history of indentured emigration, they have in practice afforded the basis of all subsequent legislation. The report of the Committee was presented to Parliament and discussed on March 1st and again on July 26th, 1842. On the latter occasion, a motion supporting the views of the majority of the Committee was lost by a majority of 113 to 24. The principle of further procedure being thus determined, the settlement of details was left to the Government of the day, by whom it was decided that emigration to Mauritius could be re-opened under proper safeguards. Accordingly an Order in Council was issued in Mauritius in 1842 providing for the appointment of responsible emigration agents in India and of a Protector of Immigrants in the island. At the same time the Government of India passed Act XV. of 1842, prohibiting emigration to Mauritius, except through the authorised agents and under certain regulations, and in the following year Act XXI. of 1843 was passed, authorising the appointment of a Protector of Emigrants at Calcutta. In 1844, after a long correspondence, emigration to Jamaica, British Guiana, and Trinidad was allowed, and in 1855 an application was received from St. Lucia and Grenada. But the Government of India took exception to certain provisions of the proposed Labour Law in those two colonies, and it was not till after considerable modifications had been made that emigration was legalised to Grenada in 1856 and St. Lucia in 1858. Emigration to Natal began in the year 1860.

PART I.  
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TION FROM  
INDIA.  
Report of  
Committee  
in India,  
1840.

Further  
discussion in  
Parliament.

12. Between the years 1842 and 1870 few questions of importance arose affecting the system of indentured emigration. Operations, however, were on a considerable scale, as the following figures will show:—

From 1842  
to 1870.

Emigrants from 1842 to 1870.

Mauritius -	-	-	-	-	351,401
British Guiana -	-	-	-	-	79,691
Trinidad -	-	-	-	-	42,519
Jamaica -	-	-	-	-	15,169
Other West Indian Islands	-	-	-	-	7,021
Natal -	-	-	-	-	6,448
French Colonies -	-	-	-	-	31,346

13. Contracts were, in all cases, for five years and, except in the case of Mauritius, provided for a free return passage after ten, or, in Natal, after five, years' residence. In Mauritius, the immigrant had at first been entitled to a free return passage at the end of five years, but in 1851 the Government of India consented to relieve the Colony of this obligation, on condition that free return passages were provided for

those unable from sickness or real destitution to pay for their own conveyance, and that in case of labour falling short, the duty of the Mauritius Government to repatriate the immigrants should still be recognised (Mr. Geoghegan's Report, p. 17).

13. Methods of recruitment in India were gradually improved as experience was gained, and in 1864 Act XIII. was introduced by Sir H. Maine with the object both of consolidating the existing law and of bringing recruitment under better control by regulating the depôts at which the emigrants were kept prior to embarkation, and defining the functions of the Protector. From this time forward the arrangements, so far as recruitment in India was concerned, worked with little friction.

14. As regards the other features of the system, there were greater difficulties. Occasional cases of neglect of the coolies on the journey and on their arrival at the various colonies came to light and caused the Indian Government to intervene. Thus when emigration was first opened to the West Indies there was a very high death-rate both on the long sea journey and during the process of acclimatisation there. Partly on this account (but partly also owing to the decline of the sugar industry) emigration was stopped between 1848 and 1851. And in 1856 the neglect of proper sanitary precautions at a quarantine station in Mauritius was the cause of a frightful mortality among the coolies and led to the passing of an Act (XIX. of 1856) to authorise the Indian Government to suspend emigration to any colony on the ground that proper measures had not been taken for the protection of emigrants on arrival in the colony or during residence therein or for the provision of a return passage. Accordingly emigration to Mauritius was actually suspended in 1856-57 and was not re-opened until measures had been taken by the Colonial Government to remedy the evils of which complaint was made.

15. Communications with distant colonies were in those days slow and the Government of India had few sources of information open to it as to the condition of the emigrants while indentured in the colony or residing there after the expiry of their term. Further, while everything possible had been done by the Government of India to secure by legislative measures the welfare of the emigrants while on the voyage and under indenture, sufficient attention had not been paid to the responsibility of the Government for the proper treatment of the emigrants when they had completed their term of indenture and became merged in the general population of the various colonies. On the other hand, the planters and the colonial Governments, in which the planting interest is generally powerful, did not at first appreciate the fact that Indians make excellent settlers, and that it was to the advantage of the colony to encourage them to settle down as free citizens and so contribute to the general prosperity. The aim of the planters, who had suffered so severely from the entire discontinuance of slave labour, was too often to acquire complete control over the labour market by means of regulations and administrative measures which aimed at compelling the coolie to re-engage himself on the expiry of his indenture, rather than encouraging free settlers. The consequence of this feeling was that the laws relating to Indian immigrants introduced into several colonies gradually assumed a complexion less and less favourable to freedom, and, as the reports of subsequent Commissions show, they were framed and administered in a spirit of substantial injustice to Indian immigrants.

16. Thus in 1867 an Ordinance of the Mauritius Government imposing certain new restrictions on the whole immigrant population was allowed by the Indian Government to pass without objection. Its effect on the condition of the Indian community was very unfortunate, and in 1872, on a petition being presented to the Governor, Sir Arthur Gordon, now Lord Stanmore, a Commission was, on his initiative, appointed to inquire into the condition of the immigrants. The Commission denounced the Ordinance of 1867 and the spirit in which it was administered, and showed that the Protector of Indian Immigrants had no sufficient power to interfere on their behalf. An elaborate report was issued by the Commissioners, and steps were at once taken to introduce the reforms recommended by them. In British Guiana, which, next to Mauritius, had taken the largest number of Indian immigrants, the existence of gross abuses was alleged in 1870, and a Commission of Inquiry was appointed in the same year. The Commission found that the most serious charges were not substantiated, but that the effect of later legislation had been to provide every inducement to re-indenture and to discourage free immigrants from settling down in the colony. The result of this inquiry was that a new Ordinance was drafted by Sir G. Scott, one of the members of the Commission, and was adopted with modifications by British Guiana and subsequently by Trinidad. It limited the term of re-indenture to one year, and among other reforms provided for judicial estimate of wages in case of dispute and for an improvement in

the status of the Protector of Immigrants, who was to have a seat in the Court of Policy. In 1871 the first returning emigrants from Natal, which was at that time a Crown Colony, complained of the treatment they had received and an inquiry was instituted in the Colony. This led to the appointment of a Commission which reported in the following year. This Commission found certain abuses to prevail. Wages were paid only every two months and were subject to severe reductions in the shape of fines for absence. After the expiry of the term of the indenture, immigrants were expected to re-indenture. If they did not do so, and worked for wages, they came under an Ordinance applicable to native African labour, under which a servant was liable to whipping for neglect of work. The Commission recommended the rectification of these and other abuses and the appointment of a Protector of Immigrants.

17. Before passing on to the period subsequent to 1870 the question of emigration to foreign colonies should be briefly noticed. The colony of Réunion began to draw on India for labour even before Mauritius, and in 1848 the emancipation of the slaves brought matters to a crisis. The result was the establishment of emigration from the French settlements on the Coromandel Coast which gave rise to practices of kidnapping and decoying British subjects and led to preventive legislation in India (Act XXIV. of 1852). From that date negotiations proceeded with the French Government and ultimately resulted in the Convention of 1860. Act XLVI. of 1860 was then passed in India to permit contracts to be made for labour to be performed in the French Colonies of Réunion, Martinique, Guadeloupe, and French Guiana under conditions similar to those in force for the British Colonies.

Indentured  
emigration to  
foreign  
colonies.

18. Before the Convention the number of Indians in Réunion was estimated at 37,000. It increased when emigration was legalised, but to no very great extent, importations being almost balanced by departures, so that in 1872 the number was less than 40,000. In 1863, emigration was sanctioned to the Danish colony of St. Croix, and in 1872 to the Dutch colony of Surinam, but there was no considerable movement of population to these colonies during the period.

19. With the reports of the three Commissions appointed respectively for Mauritius, British Guiana, and Natal, and with the measures taken by the various colonies to give effect to their recommendations, the history of serious abuses in connection with emigration to distant places ends, as far at least as British colonies are concerned. Emigration under indenture has continued to all the colonies mentioned and was opened to Fiji in the year 1885. According to the returns for 1907 the numbers of persons of Indian nationality in the various colonies were as follows:—

1872 to the  
present time.

British Guiana	-	-	-	-	-	127,000
Trinidad	-	-	-	-	-	103,000
Jamaica	-	-	-	-	-	13,000
Mauritius	-	-	-	-	-	264,000
Natal	-	-	-	-	-	115,000
Fiji	-	-	-	-	-	31,000

20. Before and during Lord Ripon's Administration several cases of kidnapping and other objectionable practices were reported which raised doubts as to the sufficiency of the provisions of the existing law for the protection of emigrants while awaiting in the up-country dépôts registration and consignment to the coast, and the question of revision came up for consideration in 1882. The opportunity was taken to depute two officials to ascertain in the North Western Provinces and in Bengal, respectively, the way in which the system of recruitment actually worked, the respects in which it was open to improvement, and the attitude of the people towards emigration. One of these gentlemen, Colonel Pitcher, the Committee has had the advantage of hearing in person. Their reports were reviewed by the Government of India in a Resolution of June 1883. In the words of the Resolution they show "that the recruiter, though occasionally guilty of malpractices in the exercise of what is looked on by a large number of people as a not very reputable calling, has to contend with many unnecessary difficulties, that he is frequently impeded in most objectionable ways by the police and by the underlings of the Courts, that the registration of recruits is not seldom perfunctorily performed, that unnecessary restrictions are sometimes proposed, and that generally a more friendly attitude on the part of Government, as represented by its local officers, would lead to better results." The reports recommended also that the State should take a more active part than hitherto in the promotion of emigration, and made certain suggestions with that object. The Government of India was of opinion that "the State would not be incurring undue

“ responsibility if its officers should attempt to remove the popular ignorance and “ prejudice which exist on the subject.” Nothing was, however, done to give effect to these views, and Government contented itself with taking measures to improve the actual process of registration of intending immigrants by law, by regulations, and by instructions to its officers. The aim of the new Emigration Act (XXI. of 1883) which was then passed was to ensure prompt and careful registration of emigrants, so as to enable them to be easily traced, and to provide for the necessary magisterial supervision of up-country depôts. This Act, with certain amendments of no importance to the system of indentured emigration, remained in force until 1908, when a consolidated Act incorporating these amendments became law.

21. All colonies receiving immigrants have now a Protector of Immigrants or an Immigration Agent-General with similar functions, and copies of the annual reports of these officials are regularly furnished to the Indian Government. These reports are examined in the Calcutta Secretariat, and questions arising out of them are, when necessary, referred to the Colonial Governments concerned. When any material change in the law of the colony is made affecting the free or indentured Indian population the Indian Government is consulted, and any objection made is pressed, if necessary, through the Secretary of State. The deputation of officers of the Indian services to the colonies is a further means at the disposal of the Government for ascertaining more directly the condition of the emigrants. Thus Surgeon-Major Comins visited British Guiana, Trinidad, Jamaica, and the Dutch and French colonies in the West Indies in 1891, while in 1894 Mr. Muir Mackenzie, who had been deputed to Réunion, visited Mauritius also. The reports of both these officers gave a most interesting account of the circumstances of the Indian population, both free and indentured, and ended with certain recommendations as to minor defects in the laws and regulations affecting the Indians, which recommendations have been considered by the Governments concerned. The visit of Dr. Comins to the West Indies was succeeded by the passing of Sir Charles Bruce's British Guiana Immigration Ordinance of 1891, which has formed the model for similar legislation in other Colonies. Among the points brought to notice by Mr. Muir Mackenzie was the tendency once again appearing in Mauritius to treat Indian immigrants, when absent from their work, as vagrants, the Ordinance of 1889 being so framed as to allow of their arrest without warrant. This Ordinance has been since amended on the representation of the Government of India.

22. During this period but few changes have been made in the terms of contract between the labourer and his employer. Such changes are, of course, only made when approved by the Indian Government.

23. In the West Indies there has been no change in wages or in general conditions. But the immigrant, who used formerly to have a free return passage provided by the colony, has, if he entered the colony after 1893, to pay one fourth of the passage money if a male and one sixth if a female, and the proportion payable was raised in 1898 to one half and one third respectively. It is found that in practice the immigrant has no difficulty in finding the funds if he wishes to return, and the colonies naturally wish to limit their liability for the return passage as far as possible. In 1899 and again in 1903 the proposal made by the West Indian Colonies to be relieved of the payment of any portion of the return passage money was negatived by the Government of India, who pointed out that the colonies, not being bound to assist in return passages, would presumably cease to provide direct ships for the purpose, that the liability to repatriate immigrants not content with their lot is the best guarantee for their good treatment, and that the cessation of the advantages now offered might have a serious effect on the recruitment of emigrants. A proposal made by Jamaica to allow the assisted return passage only if claimed within two years of the date of its becoming due was accepted by the Government of India, but it seems doubtful whether it will result in ultimate gain to the colony. The same concession has been sanctioned in the case of Fiji.

24. The Government of India have constantly urged on the colonies the importance of making Crown lands easily available for the settlement of time-expired coolies, and the question is receiving increasing recognition in the West Indian Colonies and also in Fiji. It is evident that the ultimate conversion of a large proportion of the indentured immigrants into an independent, prosperous, and contented peasantry provides the best reply to a criticism of the system of indentured labour.

25. The history of Indian emigration to Natal since that Colony was granted responsible government in 1893 is outside the scope of our inquiry. It is sufficient



here to say that it has continued up to the present date, 455 adult labourers having been despatched to the Colony in 1907 and 793 in 1908.

26. Emigration to the French colonies has been suspended for the last 20 years in consequence of repeated complaints that adequate precautions were not taken for the proper treatment and repatriation of the immigrants. The only foreign colony to which indentured emigration is now open is Surinam or Dutch Guiana. In that colony an efficient Immigration Department is maintained, whose reports are regularly received in India, and though some serious riots have occurred, Dr. Comins, who visited the country in 1891, found the condition of the emigrants on the whole to compare not unfavourably with the condition of those in British colonies. The Indians, who now number 22,000, have been a considerable factor in the development of the colony, and the Dutch Government willingly receives, and sympathetically considers, such proposals as are made by the Indian Government from time to time to better their position. The continuance, however, of this emigration necessitates the maintenance of a separate emigration agency with up-country branches competing with the two existing agencies for British colonies and so accentuates the difficulties which will be referred to later in this report as inherent in the present system of recruitment.

*Present Attitude of the Government of India.*

(27. Turning from this historical retrospect of the past action of the Imperial Government and of the Government of India to the present aspect of the question, it will be useful in the first place to refer to the correspondence which was communicated to us at the commencement of our enquiry, as illustrating the views now held by the Viceroy of India and his Council.

28. On the 24th March 1875 the late Marquess of Salisbury, then Secretary of State for India, addressed to the Government of India a despatch in which he proposed a reconsideration of the policy hitherto pursued by them. After observing that the Indian Government had hitherto done no more than permit Colonial agents to engage emigrants for service in the Colonies under such regulations and restrictions as were deemed necessary to prevent deception and other abuses and to secure proper sanitary and other arrangements previous to embarkation and during the voyage, Lord Salisbury invited attention to the question whether—

“by some change of system it might not be possible and advisable to afford greater encouragement to emigration, on the one hand, and, on the other hand, to obtain fuller information regarding the treatment of the emigrants in the Colonies and greater security against any unfairness towards them, either in the Colonial laws and regulations, or in the terms and conditions of their employment and treatment.”

29. Lord Salisbury continued:—

“Having regard to the greatness of our Indian population and to the probability that, under the protection which the British Government affords from depopulation by war, and, as far as possible, from famine and other evils, that population must continue very greatly to increase, especially in the healthier and more densely peopled parts of the country where the numbers already press on the means of subsistence, and the lowest classes are at all times little removed from want, it appears to me that, from an Indian point of view, it is desirable to afford an outlet from these redundant regions into the tropical and sub-tropical dominions of Her Majesty, where people who hardly earn a decent subsistence in their own country may obtain more lucrative employment and better homes.

“While, then, from an Indian point of view, emigration properly regulated and accompanied by sufficient assurance of profitable employment and fair treatment seems a thing to be encouraged on grounds of humanity, with a view to promote the well-being of the poorer classes, we may also consider, from an Imperial point of view, the great advantage which must result from peopling the warmer British possessions, which are rich in natural resources and only want population, by an intelligent and industrious race to whom the climate of these countries is well suited, and to whom the culture of the staples suited to the soil, and the modes of labour and settlement, are adapted. In this view, also, it seems proper to encourage emigration from India to Colonies well fitted for an Indian population.

“Influenced by the above consideration, I would ask your Lordship in Council to consider whether there might not properly be a considerable change in the attitude of the Indian Government towards emigration: whether the Government and its officers might not more directly encourage emigration and superintend the system under which it is conducted—provided it is fully satisfied on all points with regard to each Colony which avails itself of such a system.”

30. Lord Salisbury then proceeded to give the main outlines of a scheme under which the Indian Government should more actively encourage emigration by making itself directly responsible to the emigrants for the correctness of the information afforded to them and for the due performance of the terms offered. He suggested that the Colonial Governments should agree to receive and pay for a sufficient number of qualified agents to be appointed by the Indian Government from its own servants, actual or retired, who should be stationed at suitable places in the Colonies, and

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bury's des-  
patch of  
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should have the fullest opportunities of ascertaining the condition of the immigrants, and of bringing to the immediate notice of the Colonial authorities everything which might in their judgment afford reasonable ground of complaint, furnishing at the same time to the Indian Government full reports of the condition of the Indians resident in the Colony.

“Under such a system,” he added, “the authorities of the Colonies would necessarily pledge themselves to redress all reasonable complaints and to secure the fulfilment of the promises for which the Indian Government had become responsible. It might be provided that in the event of any difference of opinion on these subjects, reference should be made to Her Majesty’s Government in this country, whose decision should be final.”

31. On the other hand, the Indian authorities, though it might not be prudent for them in ordinary circumstances to undertake directly the task of recruiting emigrants, would afford help and counsel to Colonial agents engaged in the work, would do their utmost to make known the terms offered, and to encourage suitable persons to take advantage of them. Under extraordinary circumstances, such as famine, flood, or other great calamities, the Government officers might themselves engage emigrants for those Colonies which had agreed to receive people recruited under such circumstances.

32. The despatch went on to discuss various points of detail, the superintendence to be exercised by the Indian authorities over the class of people recruited, including the rejection of unfit persons, and the classification of the emigrants as able-bodied or otherwise, with specification of the rate of wages to which they would be entitled; the extent to which return passages should be guaranteed, or alternative terms offered; the inducements to be held out for the emigration of a sufficient proportion of women of good character; and the provision to be made for the education of children and for otherwise so ensuring the improvement and well-being of the emigrant population as to conduce to their ultimate elevation to a position far superior to that from which they had emerged.

33. Lord Salisbury made it clear that the object he contemplated was permanent colonisation, and added in conclusion :—

“Above all things we must confidently expect, as an indispensable condition of the proposed arrangements, that the Colonial laws and their administration will be such that Indian settlers who have completed the terms of service to which they agreed, as the return for the expense of bringing them to the Colonies, will be in all respects free men, with privileges no whit inferior to those of any other class of Her Majesty’s subjects resident in the Colonies.”

Reply of the  
Government  
of India,  
May 3, 1877.

34. The reply of the Government of India to this despatch was not sent until the 3rd May 1877, and commenced with an explanation that the delay had been due to the necessity of consulting local governments and administrations, to the pressure of other urgent work and more especially to the large amount of recent correspondence respecting the Madras and Bombay famine which dealt with matters connected with emigration. After recapitulating the more important expressions of opinion received from the authorities who had been consulted, the despatch continued :—

On the whole, it may be said that there is a preponderance of opinion on the part of the authorities who have been consulted against the policy of any such direct and active encouragement being afforded by the district authorities to emigration, as has been suggested by your Lordship, and that even those who have expressed a general concurrence in the views contained in the despatch have failed to offer any definite suggestions for giving effect to them. After a careful consideration of the past history of Indian emigration and of the probable effect on the native mind of a direct intervention on the part of Government to encourage its subjects to emigrate, we are clearly of opinion that any material departure from the permissive attitude which has hitherto been observed would be extremely impolitic. We do not base this opinion on the ground which has been adduced by some of the officers who have been consulted, viz., the inexpediency of parting with any portion of the population of a country which, regarded as a whole, is under rather than over-populated: for we do not believe that any amount of emigration that is likely to take place will have more than an infinitesimal effect on the population, even if the matter be looked at with reference only to those provinces or districts from which the emigration at present proceeds. Sir Richard Temple, in his Minute of the 14th September 1875, has made some remarks on this subject which appear to us much to the point. The highest figure ever reached by emigration from Calcutta was 27,779 in 1858, and it has only in one other year been above 25,000: even if this number were multiplied by ten, which is far beyond the extent to which any countenance that Government could give can be expected to increase it, it would be but a trifling percentage upon the vast population of the North-Western Provinces, Oudh and Behar, which are the fields from which the emigrants are chiefly drawn. Nor is it, in our opinion, probable that any expansion of Colonial emigration which is within the range of possibility will have a serious effect on the labour market of Assam, Burma, or other parts of the Empire which look to imported labourers and settlers for their future development: the nearer field of labour must, other things being equal, always have the most attraction to the emigrant; and the number of persons who resort to those fields from Bengal and Madras is probably not affected in the slightest degree by the emigration to the Colonies. Moreover, the classes to which we look for settling our waste territories are to a great extent different from those which

furnish labour to the Colonies: the latter are chiefly the labourers, dependent for their support upon the cultivating classes; the former, the cultivators with some small capital and accustomed to independent enterprise. Whether, therefore, the question be regarded from the point of view of those who would afford relief to districts in which the numbers of the population press upon the means of subsistence, or of those who deprecate the removal from sparsely populated tracts of the population which they need, we do not think that the demand for emigrants which, under the most favourable circumstances, is likely to arise is, in either case, deserving of very serious consideration.

Our objections have reference to the effect which the direct and active interposition of the Government in this matter would be likely to have on the minds of a people prone to regard with the utmost suspicion the acts and motives of their foreign rulers, and especially on the minds of the uneducated classes from which the emigrants are drawn; and to the difficulty and embarrassment in which the Government would become involved by undertaking responsibilities towards the Colonies on the one hand, and towards the emigrants on the other, which it would be practically impossible for it to discharge in a satisfactory manner. Of the importance of the first ground of objection we are fully convinced, and testimony is borne to its reality by almost all the officers, and those of the greatest experience, who have been consulted. The second appears to us to be of the greatest weight, and we proceed to explain our views in regard to it with some detail.

The present position of Government in regard to emigration is accurately stated in paragraph 3 of your Lordship's despatch. Our policy may be briefly described as one of seeing fair play between the parties to a commercial transaction, while Government altogether abstains from mixing itself up in the bargain. The system is as follows:—Colonial Governments appoint persons of approved character to conduct emigration on their behalf from the presidency towns of India; these agents employ recruiters, of whose respectability they are required to convince the Government Protector of Emigrants; these recruiters persuade persons to emigrate, and take them before the magistrates, who register the engagement; the recruits are then conveyed to Calcutta, Madras, or Bombay, where they are housed under the immediate eye of the Emigration Agent in depôts which have been licensed as fit places for the collection of emigrants by the Protector. They are thence shipped on board vessels which are also licensed, care being taken that they are equipped in every respect with what is needed to ensure the safety of the passengers on their long voyage, and there the direct concern of Government with the transaction ends. The precautions taken are such as are absolutely necessary to prevent ignorant and weak persons from being imposed upon, to secure their health and comfort while in transit, and no more. There is scarcely one of the elaborate rules which have been framed to regulate the equipment of emigrant vessels that has not, in the experience of the many (now more than 40) years during which emigration has proceeded, been proved to be indispensable in several cases by some great catastrophe, such as the total loss of unseaworthy ships carrying emigrants, or the outbreak of disastrous epidemics among the coolies; nor is there one of the precautions against imposition on the part of the recruiters that has not been more than justified by the discovery of cases of crimping and kidnapping.

As regards the terms offered to intending emigrants, Government maintains the same position—that of the protector of the weak and ignorant, bound to supply their deficiencies with its own fuller knowledge, so that, as far as possible, they may be placed upon an equality with the more robust races of the West, and that in the bargain which they freely make with those who bid for their labour they may not be worsted or imposed upon. Thus, we require the wages and other terms of the contract to be fully and clearly stated; we require the Colony to provide efficient protection against tyranny or neglect on the part of the masters, by the appointment of an Agent of Immigration and a body of inspectors; we require medical attendance on the plantations; and, in the case of the more distant Colonies, we stipulate that a return passage to India must be provided. In all these things we merely supplement the ignorance of the emigrant, and stipulate on his behalf for conditions necessary to his comfort, for which, if he were better instructed, he would stipulate himself. But in all this we are careful to leave him at liberty to go or not as he chooses, to avoid all interference with his freedom of contract, and, as far as in us lies, to do nothing which would entitle him to accuse us of disappointing him and inducing him to enter upon an engagement to his own loss. We disclaim all responsibility for the fitness of the emigrant for the labour he has to perform; the Colonial Emigration Agent, the nominee and servant of the Colony, is charged with the provision of its needs, and responsible to it for the proper satisfaction of them. We provide a medical inspection which is directed to testing the emigrant's fitness *for the voyage*, but we do not promise that he will be fit to labour when he reaches the journey's end: that is not our province; the Colony must satisfy itself that it has an efficient agent in this country, and look to him, and to him only, for the supply of the men it wants.

This being our present attitude, for what are we invited to exchange it? In the first place, it is suggested that we should guarantee to the coolie the performance of a contract shaped after our ideas of fitness; and in order that we may be in a position to do this, we are to settle our agents in the Colonies, who are to be responsible for the full and faithful report to us of everything that goes on there affecting the welfare of the coolie; these agents, though selected by and responsible to us, are to be paid by the Colony. The Colony is to promise to perform faithfully all we require, and in return we are to help it to procure labourers on easier terms than those on which it can at present obtain them, and, in seasons of unusual pressure, to engage them ourselves. While, "as a rule, the Indian Government could hardly "make itself responsible for the suitability of the persons engaged for the kind of labour for which the "colonists require them," it is suggested that we should "exercise a certain general superintendence over "the class of people recruited, and take care, both in the interests of the emigrants and that of their "employers in the Colonies, that labourers are not recruited from classes ill adapted for the life they "are to lead, and the labour they are to perform."

It appears to us that these terms suggest endless opportunities for dispute, discontent, and misconception. For example, it is impossible to expect that our magistrates, who know nothing of the climate of the Colony or the kind of labour for which the emigrant is required, will be better judges whether a man is fit to emigrate and labour there than the responsible servant of the Colonial Government, who is familiar with all that of which the magistrate is ignorant. We cannot imagine that the district officer, overworked and harassed as he everywhere is, will make a better selection than the agent, whose sole duty it is to satisfy his employers, and whose strongest interest lies in this direction and in no other. It seems to us that to make any change in our system in this respect would be most inexpedient, would lay us open to undesirable discussion in regard to the judgment displayed by our officers in their selections

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and rejections, and would render the agents, on whom the responsibility for the quality of the emigrants despatched now rests, altogether careless of the interests of their employers.

On the other hand, while it is our policy to use every means in our power to secure the due fulfilment by the Colony of its contract with the labourers, for the Government of India directly to *guarantee* the fulfilment of that contract would, in our opinion, be inconvenient. It would shift the responsibility from the shoulders of the Colony, on which it now lies, to ours; it would have the effect of causing the emigrant to look to us, instead of to the authorities of the country to which he goes forth to labour, for the redress of any wrong, or fancied wrong, done him; it would thus keep him in that state of helplessness and dependence upon the action of Government to which he is accustomed in this country, and from which it is one of the most desirable results of emigration to free him; finally, it would cast upon us the odium of shortcomings in the Colony which we might be unable to prevent, and would thus give not unreasonable grounds for the suspicion which, as before stated, we fear would be the inevitable result of any direct action on the part of Government to promote emigration.

The utmost, in our judgment, that the Government of India ought to do in this matter is, while maintaining its present safe and impartial position between the Colonial Emigration Agents and the emigrants, to repress any tendencies on the part of its officers, should any such tendencies exist, to throw hindrances in the way of emigration, and to require them to make themselves acquainted, so far as they can do so by a study of the documents placed at their disposal, with the conditions of the services for which the emigrants are wanted, and to afford all due facilities to the Colonial agents to make known in their districts the terms offered by the Colony by which they are accredited. Our colleague Sir John Strachey suggested, when reporting upon this matter as Lieutenant-Governor of the North-Western Provinces, that the recruiters should be nominated by the District Magistrates. It is probable that this would lead to the appointment of more trustworthy recruiters than are obtained under the present system; but it would also in our opinion identify the Government with the business of emigration to a degree which appears to us to be undesirable.

35. With regard to the proposal that in times of famine the officers of the Indian Government should themselves engage emigrants, the Government of India remarked:—

Here again the objections which attach to the direct intervention of Government in ordinary times, appear to us to apply with almost, if not quite, equal force; and there is also the further objection that in times of famine, which are almost invariably also times of epidemic disease, the risk of heavy mortality on the voyage would be greatly increased. Moreover, those times when it would be possible for Government to collect a larger number of persons willing to emigrate than are usually to be found are also the times when, under the present system of non-interference, the Colonial agents can do so. The largest number of emigrants that ever sailed from Calcutta was in 1858, immediately after the Mutiny; and it has been conjectured that the two circumstances were not without connection; next to that year came the following one, 1859, when 25,337 persons left the Hooghly; but after these two years, those when scarcity or famine prevailed in the area of recruitment are found to have yielded the largest number of labourers for the Colonies. Thus in 1860 and 1861, when famine prevailed in the North-Western Provinces, the number of emigrants was 17,899 and 22,600 respectively; in 1865-66, the year of the famine in Orissa and Behar, the number was 19,963; and in 1873-74 and 1874-75, during the pressure caused by the recent famine in Behar and scarcity in Oudh and the eastern districts of the North-Western Provinces, the figures reached 24,571 and 20,109. In the recent attempt made by us to promote emigration from Bengal during the scarcity of 1873-74 to British Burma, the success has not been such as to give support to the belief that Government officers can effectively act as recruiting agents on behalf of distant labour markets: but a small fraction of the emigrants came from the districts afflicted with scarcity; the greater bulk of them was picked up at Calcutta by the Emigration Agent, and belonged to the classes which ordinarily go abroad in search of service; while the quality of the emigrants was much complained of by employers in Burma who engaged them as labourers. In times of scarcity it is the able-bodied people, whom the Colonies most desire to obtain, who find it easiest to support themselves by their labour on relief works and in other ways; while the weak, the diseased, the emaciated persons, whose support falls as an uncompensated burden upon Government, are just those who would be unacceptable immigrants in the Colonies, and whose deportation would most probably be attended with heavy mortality on the voyage.

36. After expressing a general opinion that the advantages of emigration, though unquestionably great both to the emigrant and the Colony, were not sufficient, when regarded from an Indian point of view, to justify any portion of the cost entailed by it being imposed upon the revenues of India, the Government of India reverted to the question whether such an increase in the number of emigrants as might be induced by affording greater facilities to emigration would be beneficial to India or the reverse. On this they observed:—

We do not think that any increase that would be likely to take place in the number of emigrants would have any important bearing, either for good or for evil, on the prosperity of this country. We are not insensible to the advantages which sometimes result from emigration both to the emigrants themselves, and possibly, in those cases where they return after a prosperous sojourn in the Colony, to their neighbours; but we do not believe that, if all the suggestions made in your Lordship's despatch were carried out, there would be such an increase in the number of emigrants as materially to add to the amount of the benefit so conferred on the country. For the same reason, we do not apprehend any evil consequences from the increase of emigration, if it were not deemed inexpedient for other reasons to encourage it in the manner suggested.

37. In regard to the classification of emigrants as "able-bodied" and "not able-bodied," the Government of India argued that the fairest method of classification, both to the emigrant and his employer, would be to require that the class of each labourer should be in the first instance determined in India by the Colonial Emigration Agent, such classification to remain in force until varied in the Colony on the report of an authorised medical officer. They were opposed to any withdrawal of

the right to a return passage to India after the term of residence in the Colony stipulated in the contract, and considered that colonisation might best be promoted by the offer of alternative privileges to those who elected to abandon the right. They admitted the importance of the question of education for the children of Indian immigrants, but without any definite suggestions as to the measures to be taken for that object. On the question of inducing a sufficient proportion of respectable women to accompany the male emigrants, the despatch contained the following observations :—

The question has always been an extremely difficult one, which has never ceased to occupy the attention both of the Colonial and Indian Governments. Those classes of Indians who make up the most respectable and best of the emigrants belong to castes who are accustomed to wander forth in search of service, and, when they do so, do not take their women with them. The statutory proportion of women to men is hardly ever made up without enlisting large numbers of prostitutes, or women of the lowest classes in whom habits of "honesty and decency" are non-existent. An emigration season seldom passes without an application being addressed to us by some emigration agent, asking to be relieved of the necessity of sending the full complement of women, and urging the impossibility of obtaining sufficient women of good reputation. We should add that, in proportion as the standard of the male emigrants is raised, that is, the more of them belong to the cultivating and cottier and the fewer to the coolie classes, the greater the difficulty will be. Of the latter classes it would be comparatively easy to obtain a fair supply of women, but these are the very classes and castes of women which are most lax in their morals. It is possible that, if special inducements were held out to married men to emigrate with their wives and families, the desired object might in some degree be attained, though we are not sanguine that any measure will be very successful, at any rate without entailing a considerable addition to the charges for emigration.

38. On the question of supervision of the condition of the Indian immigrant population in the various Colonies the Government of India observed :—

It would, perhaps, be desirable to have in each Colony an Officer appointed by the Indian Government, but paid for by the Colony, to look after the affairs of the immigrants on our behalf in the manner proposed ; but we apprehend that the salary necessary to secure a properly qualified official for so responsible a post (the functions of which might be in many cases extremely disagreeable and calling for much tact and decision) would not be small and would add considerably to the present cost of emigration, of which the Colonies are already inclined to complain. In all but the larger Colonies, the cost of such an appointment would probably be prohibitory. We are disposed to think that the requirements of the case would be sufficiently, and in some respects better, met by the periodical deputation from India of an officer acquainted with the business of emigration to visit the several Colonies which receive Indian emigrants, both British and foreign. The report of such an officer would, in our opinion, sufficiently supplement the sources of information already at our disposal, and the cost of his deputation, which would only be an occasional charge, might be debited to the revenues of India.

39. The general conclusion at which the Government of India had arrived in regard to Lord Salisbury's proposals is thus stated in the final paragraph of the despatch :—

It will be gathered from the foregoing remarks that we do not think it possible to carry into effect in any material degree the suggestions which have been made in your Lordship's despatch for the further encouragement of emigration, and that, while we consider that all due facilities should be afforded to the Colonial Emigration Agents in conducting their operations, we are of opinion that the success of those operations must depend almost entirely on the Colonial employes.

40. In a recent despatch, dated the 10th December 1908, and written in reply to the announcement of the intended appointment of this Committee, the Government of India refer to the foregoing correspondence, and make the following comments in explanation of their attitude on the question, which is substantially identical with that of their predecessors :—

The purely neutral attitude adopted by Lord Lytton's Government has been consistently maintained by the Government of India during the past thirty years, and nothing has occurred during that period to suggest that any modification of that attitude would now be justified. On the contrary, two serious factors in the situation have arisen, both of which must, in our opinion, tend rather to the restriction than to the encouragement of emigration. In the first place, although the proposal now before us only relates to emigration to the Crown Colonies of the Empire, we are unable to overlook the fact that any one of the more important Crown Colonies may eventually become a self-governing Colony. Of late years, the difficulties which have arisen from the emigration of Indians to Colonies that are now self-governing have increased enormously, and it is needless to draw your Lordship's attention to the serious crisis with which we are now faced in at any rate one portion of the Empire, owing to the methods of self-governing Colonies in dealing with the status and rights of British Indians whom they had allowed, if not actively encouraged, to settle within their borders. It is impossible for us to disregard the fact that the history of the anti-Asiatic legislation in Natal and the Transvaal may at any time be repeated in others of the Crown Colonies, and we should therefore view with the greatest misgiving the adoption of any course of action which might tend to create racial problems of a similar nature in these Colonies. As an illustration of the fact that the apprehensions which we entertain in this respect are not without substantial foundation we may draw your Lordship's attention to the situation which we understand at present exists in the British East Africa Protectorate. Indian settlers lived and traded in British East Africa long before the days of British rule, and their status in the country and their claims to political recognition are such that they cannot be overlooked. We believe, however, that these claims are not regarded with favour by the white colonists, that the Indians as a whole are disliked by them, and that certain areas are being reserved entirely for white colonisation ; and it is within our knowledge that fears have already been expressed lest, when

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Government  
of India,  
Dec. 10,  
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the country is eventually given self-government, the antagonism of the white colonists and the Indian traders and settlers may result in similar problems to those which have had such deplorable results in South Africa.

The second factor to which we have alluded above is the shortage of labour in India, of which complaints are being made by nearly all sections of the industrial community. The existence of these complaints is too well known to require detailed explanation, but as an illustration of them we may quote the following resolution which was passed by a Conference of the Indian Chamber of Commerce in 1905 :—

Whereas the supply of rank and file labour for organised industries is inadequate in many districts, and whereas the deficiency is seriously restricting the productive power of a large section of the manufacturing concerns of the country, it seems imperatively necessary to this Conference that, in order to devise a remedy, measures should be taken by a Government Commission, or otherwise, to investigate the causes which have led to a state of affairs inconsistent with the relative conditions of life of the factory operative on the one hand, and the agricultural classes generally on the other.

The following extract from the Annual Report of the Chief Inspector of Mines in India for the year 1906 will show that the shortness of the supply of labour is not confined to manufacturing industries only :—

Although the demand for labour in Indian mining districts far exceeds the supply, Indians are drifting to the South African mines in increasing numbers. During the year 1905, 2,307 Indians were employed in and about the Natal coal mines. This drain involves serious possibilities so far as India is concerned.

From the inquiries which we have instituted, we are led to believe that there is no irremediable shortage in the supply of labour in India, and that complaints on this subject are due rather to the difficulty of tapping the available sources of supply than to any real shortage in the supply itself; and we do not believe that any amount of emigration which could conceivably take place, even if Government were to abandon its policy of non-interference, would have a very appreciable effect on the labour market. It will, however, be readily understood that, so long as complaints continue actually to be made by Indian industrial concerns as to the difficulty of obtaining labour, any abandonment by Government of its existing policy in the direction of actively encouraging emigration would at once afford matter for adverse comment on the part of the commercial community, and would lay our Government open to the charge—however little foundation there might be for it—of subordinating the acknowledged needs of the community to the problematical requirements of the Colonies in response to pressure from the Imperial Government.

There is one further consideration which we are unable to overlook, namely, the impression which would be created in the minds of the people by any active encouragement of emigration on the part of Government. We regret that we see no grounds for believing that such a policy would be looked upon with less suspicion now than was anticipated in 1877. On the contrary, the readiness which, at any rate in one instance, certain sections of the native press have recently shown to accept and publish, without any attempt at verification, the highly coloured story of the harsh treatment to which Indian emigrants to British Colonies are subjected gives us no reason to hope that the motives of Government would be less exposed than formerly to misinterpretation and misconstruction. It is a significant fact that, although numbers of emigrants return annually from the Colonies, bringing with them in many instances large accumulated savings, no perceptible stimulus to emigration appears to result; and it is difficult to explain the general reluctance to emigrate, of which the Emigration Agents complain, except on the assumption that there exists in the minds of the people an ingrained suspicion of the methods and motives of any person who makes the promotion of emigration his business.)

*Effect of Emigration on India and on the Indian Emigrant.*

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41. We have set out this correspondence at considerable length, because it seems to us to supply on very high authority a general answer to one of the questions referred to us, that, namely, of the advantages to be reaped by India from the emigration of its inhabitants to the Crown Colonies. It is difficult to dispute the validity of the argument that the number of emigrants, taken at the highest probable figure, would be too small, as compared with the total population from which they are drawn, to have any very perceptible effect on that population, or on the general interests of India. On the other hand it is not denied that the effect, however small it may be, is beneficial. The Government of India admit that the advantages to the individual emigrant are "unquestionably great," and there is a general concurrence of testimony on the part of the witnesses whom we have examined pointing to the same conclusion.

42. We have, in the portion of our Report which deals with the Colonies, separately discussed in detail the condition of the Indian immigrant while under indenture and his prosperity in after years, but we may here briefly note the conclusions at which we have arrived. The conditions of service for males in all the more distant Crown Colonies are a five years' indenture and five years subsequent residence in the Colony, after which the immigrant is entitled to a free or assisted passage. It is understood that after the first five years period of indentured service the immigrant is free to engage in any occupation open to the rest of the inhabitants, and is given facilities for settling in an independent position on the land.

43. To this latter condition we attach much importance. We agree with the view taken by Lord Salisbury in his despatch of March 1875, that it should be an

indispensable condition of indentured emigration that Indians who have completed their term of indenture should be in all respects free men, subject to no labour Ordinances and with personal privileges no whit inferior to those of any other class of His Majesty's subjects resident in the Colony. The immigrants, on completion of their indenture, should be free either to return to India or to settle as free citizens in the colony.\* Drawn as they are from the agricultural labour classes, they usually, when they settle in the Colony, desire to become proprietors of agricultural land, and such a settlement of peasant proprietors is in the interests of the colony no less than of the Indians themselves.

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44. We do not recommend indentured emigration to any colony or protectorate where there is no agricultural land available for new settlers, or in which it is a condition of the indenture that the labourer should be compelled to return to India on the termination of his contract. The only exception to this rule would be when labourers are engaged in India by the Government of a colony to carry out a special work, such as a railway or canal. Such labourers are, throughout their indenture, practically servants of the State and under the constant care of officers of the Government, and being engaged for a special work may, without objection, be required to return to India on the completion of their engagement.

45. The system of indenture is one which imposes obligations and confers rights both on employer and labourer. The immigration law varies somewhat in the different colonies. Generally, however, it may be said that the employer is bound to provide regular (but not excessive) work at fair wages, to house his men comfortably, and to provide efficient medical aid. The labourer, on the other hand, is bound to present himself regularly at work, provision being made for holidays and leave, and to do his allotted task. Penalties are enacted for breach of the provisions of the law on one or the other side, and each colony has a Protector of Immigrants or Immigration Agent-General, whose duty it is to enforce the law in the interests of the immigrant.

46. The regulations now in force for the supervision and protection of the indentured labourers are the result of long years of experience, and we were much struck by the hearty tribute paid by the independent witnesses mentioned at the commencement of this Report to the care and consideration with which the employers generally treat their men. We find that the arrangements for housing, medical treatment, and general well-being of the indentured immigrants leave little to be desired, and that the wages earned are such as to enable them to save a substantial sum during the period of the indenture.

47. There is, however, one matter in which we consider that the treatment of the indentured immigrants is not wholly satisfactory, and that is the extent to which employers have recourse to the criminal courts to enforce their statutory rights against their indentured labourers.

48. According to the latest reports from the colonies the number of convictions was as follows :—

Colony.	Year.	Adults under Indenture.	Convictions under Labour Law.
British Guiana . . . . .	1907-8	9,784	2,019, roughly 20 per cent.
Trinidad . . . . .	1907-8	11,506	1,869, " 16 "
Jamaica . . . . .	1907-8	2,832	237, " 8 "
Fiji . . . . .	1907	10,181	2,091, " 20 "
Mauritius . . . . .	1907	About 47,000	1,492, " 3 "

49. The smaller proportion of convictions in Mauritius may, in part at least, be accounted for by two circumstances. In the first place the employer has up to the present time had the option of fining the labourer two days' wages for each day of absence from work without bringing him before a magistrate. Secondly, in that colony it is customary for the free immigrants to re-indenture themselves on the sugar estates for terms of one or two years, and thus new immigrants under their first term

\* The question of *assistance* from the State for either of these purposes in the shape of free or assisted passages to India or of free grants of land in the colony, and of the conditions on which such assistance should be given, is a separate matter which we have dealt with elsewhere. The conditions as to assisted return passages should, of course, be understood by the emigrant before he leaves India.

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of indenture form only a small proportion (about 10 per cent.) of the total number of indentured persons. Old immigrants, of course, understand and observe the conditions of their contract better and afford less cause for a recourse to legal penalties. In the other colonies mentioned there is less re-indenture under the immigration law, and almost all offences against the labour clauses of that law are committed by new immigrants.

50. Prosecutions for such offences are, of course, more frequent in some estates than in others, and there are no doubt many estates where there are no prosecutions at all. The wise, considerate, and experienced employer knows that the best method of dealing with even an unsatisfactory labourer is not to drag him before the Courts, and even employers who are less experienced or are not altogether wise and considerate know that it is not to their interest to prosecute without discrimination, since this would mean occasional failure in the Courts and constant difficulties with the Protector and his staff. It may be assumed, therefore, that the persons prosecuted are as a rule unsatisfactory workmen, unaccustomed or disinclined to regular agricultural labour. It is not likely that persons of this character will be reformed by prison discipline, and as a matter of fact we are informed that in many cases they come before the Courts again and again, a considerable proportion of those convicted being recidivists who never learn to settle down to regular work. At the same time it appears to us that the number of prosecutions in British Guiana, Trinidad, and Fiji is considerably higher than it should be, and in the sections of our Report dealing with those Colonies we have proposed that a local inquiry should be made into the causes which lead to this frequent appeal to the law. Subject to certain reservations on matters of detail which will be found mentioned in the sections dealing with separate Colonies, we consider the position of the indentured labourer in other respects generally satisfactory.

51. Turning now to the position of the immigrant who, having served his term of apprenticeship, should be free to engage in any legal occupation, we find that in the past, as stated in the historical section of this Report, there was a tendency in certain colonies to adopt measures which more or less compelled the majority of the labourers to re-indenture and made it difficult for them to set up in an independent position for themselves. The result of the inquiries in the seventies and the legislative measures which followed was to check this tendency. A more enlightened policy was then adopted. Re-indentures were discouraged, the restrictions on the movements of time-expired immigrants were generally removed, and the value of the immigrants as free settlers and colonists has gradually commanded more and more recognition from the Colonial Governments. Traces of the old system appear still to survive in Jamaica, where there is a tax on estates employing Indian immigrants who have completed five but not ten years in the Colony, and in Mauritius, where re-indentures for five years are legal though rare, but a considerable number of labourers re-engage themselves for terms of one or two years. These points will be separately noticed. But in the other colonies with which we are concerned the immigrant is expected and encouraged to settle down after his five years' probation as a citizen with equal civil rights. The evidence before us leaves no room for doubt but that the large majority of the immigrants who stay on in the colonies succeed in life. Many of them acquire land, others engage in retail trading and in miscellaneous occupations. The contrast between their position in the colonies and that which would have been within their reach if they had remained at home is generally striking. In Mauritius, the conditions of which more resemble those of their own country, the improvement, though distinct, is not so marked, but it may be confidently stated that as a general rule the immigrants in all the colonies to which they go improve in health, strength, and independence of character, and in the words of Lord Salisbury's despatch "attain to a position far superior to that from which they have emerged." These results, even though they may affect only a fractional portion of the vast population of India, cannot be regarded otherwise than with satisfaction.

52. While, therefore, we do not question the soundness of the decision arrived at by the Government of India, that their officers should abstain from any active intervention for the promotion of emigration, we conceive it to be in their interest, and indeed in consonance with their intentions, that all possible measures should be taken to make known the prospects which are offered to the emigrant, to remove any ignorant prejudices which may exist on the subject, and to place the system of recruitment on the most satisfactory footing that the circumstances will permit.



53. In the promotion of these objects, we wish to offer some recommendations for consideration by the Governments of India and of the several Colonies concerned.

54. It is perhaps because the whole system of indentured immigration has of late years worked so smoothly, and because, so far as India is concerned, its beneficial results have generally appeared so patent to those whose business it is to watch its operation, that the Government of India have thought it unnecessary to put into execution their own suggestion that an officer of their staff acquainted with the business of emigration should be periodically deputed to visit the several Colonies which receive Indian emigrants. The suggestion was, however, in our opinion, a valuable one, and might, even now, be adopted with advantage. We have derived much information from the reports made by Surgeon-Major Comins of his visits to Jamaica, British Guiana, and Trinidad in 1891, and by Mr. Muir Mackenzie of a similar visit to Mauritius in 1894, and it seems to us that if such visits were repeated at periods of five or seven years, and if the reports of the officers so deputed were published, something might be done on the one hand to remove the feeling of suspicion with which the emigration is apparently viewed in India, and to correct the exaggerated statements mentioned by the Government of India, while on the other hand opportunities would, no doubt, be afforded of observing and correcting any defects in the Colonial laws, or in the method of their administration, from which the immigrants may still suffer, and of promoting their welfare in the matter of education of their children and in other ways.

55. As another means of correcting false impressions, it seems to us desirable that every endeavour should be made to facilitate and encourage correspondence between the emigrants and their relatives and friends at home. Excellent arrangements have been provided in the various colonies for the remittance of money by the coolie to his family in India, but it is not likely that within the first year or two of his arrival in the colony he will be in a position to make such remittances, and in the meanwhile his condition and prospects may remain altogether unknown. We are assured that facilities of this kind do in fact exist in most of the colonies, and that such of the emigrants as are unable to read and write do not lack opportunities for dictating letters to their kinsfolk. But we think that the subject should have the regular attention of the officers who have charge of the interests of the immigrants. It is clearly in the interest both of the Government of India and of the Colonies that the emigrant's family and acquaintances should know that he is prospering, and is in enjoyment of the advantages that were promised him in his contract.

56. It has occurred to us in connection with this point that it might be useful that a nominal return should be periodically forwarded from each Colony to the office of the Protector of Emigrants in India, showing the distribution of the coolies to the various estates, and that the Protector's office, which possesses records of the place from which each emigrant was recruited, with other details, should, when inquiries are made, inform his family of his actual position and address. The latter would thus be kept aware of his existence and enabled, if they wished it, to make inquiries as to his welfare. But the witnesses whom we consulted gave somewhat divergent opinions as to the advisability of such a practice.

57. We shall have to make some further recommendations in regard to matters of detail when we come to describe the system under which indentured labour is recruited for the more distant Crown Colonies—Mauritius, the West Indies, British Guiana, and Fiji.

*(Systems adopted for Recruiting Emigrants from India to the various Colonies.*

58. We proceed, in the first instance, to describe the system in force in regard to emigration to Ceylon, the Straits Settlements, and the Federated Malay States.

59. Immigration of agricultural labourers to Ceylon is entirely unindentured. The recruiting in India, as well as the control of labour on the estates, is managed for the planters by "kanganis" or headmen, whose peculiar relations to the labourers will be described in the subsequent section of our Report dealing with the colony.

60. The Assam tea planters, who are dependent for their supply of labour on the central districts of India, after many years' experience of a system of procuring through professional recruiters coolies who can only be retained by penal agreements,

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have come to recognise its costliness and its liability to abuse, and now more generally employ "sirdars" or headmen of their own to engage free labourers on a system similar to that of Ceylon.

61. For the Straits Settlements and Federated Malay States a modified form of indenture is used, the agreement being for 600 days only; but an increasing number of coolies is now being recruited under the kangani system, which is practically the same as that of Ceylon.\*

62. The financial operations of the "kanganis" (called sirdars in Upper India) are superintended and assisted in the case of Ceylon by the Coast Labour Agency, in the case of Assam by the Tea Districts Labour Supply Association, and in the case of the Straits by a Government Emigration Agent; but it is on the headmen themselves that the actual responsibility for recruiting the right class of persons rests.

63. The system in vogue is thus described in the Report of the Commission appointed to inquire into the Labour System of Ceylon in 1908:—

The ordinary method of recruiting the labour forces of this Colony has been in the past for a kangany, or a coolie of standing, to be sent, or to be allowed in the ordinary course to go, to Southern India, either for the express purpose of engaging more labourers, or with a commission to bring back with him any of his friends or relatives who may be willing to accompany him.

To the people thus enlisted food and clothing are given, and transit charges are also paid on their behalf. Frequently, too, debts which the newly enlisted labourers have incurred in India are discharged for them, or money is left on their account with the relatives whom they are leaving behind them. For these purposes money is advanced to the recruiter before he leaves the estate, or is forwarded to him at his village. If the services of the Coast Labour Agency are requisitioned, advances are made by it to the recruiter at the request of the estate either before or after he has collected his labourers.

64. This system, though it has its own defects, as will be seen from the section of this Report dealing with Ceylon, has from a recruiting point of view certain obvious advantages. A man is fully aware of the conditions of work to which he is going. His immediate family frequently accompanies him, and, if not, is at least aware of his destination. The kangani provides him with funds to settle up his affairs at home, and generally makes it easy for him to leave his country. He is probably accompanied on his way by some of his relations, friends, and acquaintances, and he finds others on the plantation when he arrives. He settles down contentedly in his new home and works first to discharge his debt to the "kangani," and subsequently to acquire a competence for himself. Under this system there is little or no place for the shirkers and wastrels who are constantly referred to in the evidence as a small but conspicuous proportion of the indentured emigrants to our distant colonies. The "kangani" would not advance money to a man of that type, and if he were recruited by mistake it is probable that the other members of the group, who are, under the Ceylon system, liable for his debt to the kangani, would see that he at least did sufficient work to discharge the debt.

Recruiting  
for distant  
colonies.

65. It is evident that this easy and natural system of recruitment is not possible in the case of emigrants destined for distant colonies. Communication with India is slow and expensive, and individual employers are unable to do their own recruiting. It is for this reason that the Governments of the different colonies have established emigration agencies to do it for them. The system is as follows. There are at present three emigration agents actually working in Calcutta, one for British Guiana and Natal; one for Trinidad, Jamaica, Mauritius and Fiji; and one for the Dutch colony of Surinam or Dutch Guiana. Each agent has a depôt at Calcutta, at which he resides, and the coolies are kept at these depôts prior to embarkation and received there on their return from the colonies. Very few emigrants are, however, recruited in or near Calcutta. The actual recruitment is carried on in distant places up country, such as Patna, Muzaffarpur, Gorakhpur, Fyzabad, Cawnpore, and Allahabad.

66. In these and other cities there are sub-depôts under the control of Indian sub-agents, and these sub-depôts are subject to periodical inspection by the District authorities. No person can legally act as a recruiter unless he holds a licence signed by the Protector of Emigrants at Calcutta and countersigned by the magistrate of the district in which he carries on operations. The number of licences issued varies from year to year with the number of emigrants required. In 1908 the number of licences granted was 598, or one for each seventeen adults engaged. These

\* See replies of Sir John Anderson, K.C.M.G., 1002-1006, 1042-1057.

recruiters bring the coolies to the sub-depôts, and they are then taken for medical examination to the civil surgeon of the district, who passes those whom he considers fit. The next step is to take them to the "cutcherry," or magistrate's office, where the agreement to emigrate to a certain colony is read out to them, and, on their signifying their assent, is duly executed before a magistrate. At the same time certain particulars to facilitate the tracing of intending emigrants are entered in a register maintained in the magistrate's office. Having executed the agreement and been duly registered, the coolies are forwarded in batches to the Calcutta depôt. There the conditions of service are again explained to them, and they are at liberty to withdraw if they wish. They are submitted to a further medical examination, and if they fail to qualify are returned to the place of recruitment. If, on the other hand, they are accepted, they embark in the next ship. A fixed gratuity, generally Rs. 25 for a man and Rs. 35 for a woman, is paid for each duly qualified emigrant to the sub-agent at the up-country depôt, and he is left to make his own arrangements with the recruiters. The operations of the British agencies up-country are supervised by Inspectors, of whom there are two in each agency, engaged only during the period of recruiting, and drawing salaries of Rs. 100 monthly; the agent himself also pays an occasional visit. A person who has once executed the agreement is liable to penalties if he deserts or refuses to embark, unless he can prove that he has been deceived or defrauded by the recruiters. In practice, however, a really unwilling person is not detained against his will, as others in the depôt awaiting shipment would be infected by his dissatisfaction. On the indent for a certain number of coolies being received from a colony a ship is chartered to sail at a convenient date, and six or eight weeks before that date the recruiting begins. Until her complement has been secured, recruiting in a particular agency is for that colony only. Ships for the West Indies leave in the summer months, and for colonies east of the Cape of Good Hope during the winter, and the several colonies are so distributed between the two agencies as to provide the staff of each agency with fairly continuous work throughout the year.

67. We have heard from many colonial witnesses who gave evidence before the Committee that Indian emigrants when drawn from the agricultural classes make excellent settlers and that a large proportion do actually settle down either on the sugar and other plantations or on holdings of their own. Yet it seems doubtful whether the majority of the emigrants leaving India fully realise the conditions of the new life before them or start with the deliberate intention of making for themselves a home in a new country. They go because they are uncomfortable at home and welcome any change of circumstances.\* They have quarrelled with their parents or their caste fellows, or they have left their homes in search of work and have been unable to find it. Many are not recruited in their own villages. The recruiters hang about the bazaars and the high roads, where they pick up loiterers and induce them to accompany them to the depôts and agree to emigrate, by relieving their immediate wants and by representations, no doubt often much overdrawn, of the prospects before them. The male emigrant more often than not is unaccompanied by any member of his family, and, indeed, the family is frequently not even aware that he has left the country until (possibly some years afterwards) he re-opens communications. Since, except in times of scarcity or of famine, the supply of casual recruits of this kind is not likely to be large at any one place, the net of the recruiters has to be spread far afield, and we hear of their operations in Delhi, in Rajputana, and in Bundelkhand, where there is certainly no congestion of population, but, on the other hand, constant complaints of insufficiency of labour both for agricultural and industrial purposes. The same is the case in Calcutta, where about one thousand emigrants are registered yearly, and still more so in Cawnpore, where the local Chamber of Commerce has on several occasions called attention to the prevailing scarcity of labour and deprecated the encouragement of emigration to the colonies.

O. W. Warner, 712.

O. W. Warner, 704-6.

68. In the three cities mentioned above there were registered in 1908, 2,771 emigrants, of whom only 134, or less than five per cent., were residents of the districts in which those cities are situated. From the three chief recruiting stations of the congested tract, viz., Fyzabad, Basti, and Gonda, the number of emigrants supplied in 1908 was 8,740, of whom 7,673, or 88 per cent., were residents of those three districts.

\* See Colonel Pitcher's replies, 4728, 4729; Mr. Marsden's, 4890; Mr. Bolton's, 5405-6.

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69. Now Delhi, Cawnpore, and Calcutta are centres of trade rather than of industry, and there is a large demand for unskilled labour for handling of goods. Such work naturally attracts the casual labourer—the wages are good, the employment is intermittent, and the life free and independent. A man who has become accustomed to it is not likely to be inclined to submit to the discipline and regularity of agricultural work on a plantation, and it is presumably from this class of casual labourers that the unsatisfactory emigrants are mostly drawn. Those who come direct from their homes are accustomed to hard and regular labour in the fields and readily submit to discipline while engaged on agricultural work which is congenial to them.

Q. 4884. 70. The colonial emigration agents who have given evidence before us admit that in certain respects the present method of recruitment is unsatisfactory. Mr. Marsden informed us that "it is difficult to get a reliable class of recruiters." Mr. Bolton said that the recruiters are afraid to go far afield into the interior of districts because they are harassed by the police—he added that "the Jungli villagers are apt to think that what the recruiter is telling them is not true and that they are being decoyed away from their homes under false pretences." As a matter of fact a kidnapping scare broke out in Delhi in 1903 due to the malpractices of certain recruiters who induced youths of well-to-do families to agree to emigrate and then released them from their promises on payment being made by their parents and guardians. Mr. J. A. Broun, C.S.I., whose evidence was taken by the Committee on the suggestion of the Government of India, strongly criticised the system. He described the recruiters as generally very low-class men, and thought that the sub-agents as a rule were rather a low type of people. He said that the employment of a recruiter is not considered respectable and that there is a general feeling abroad in the districts of prejudice against emigration to distant colonies which is not felt in the case of migration to Calcutta or even to Burma, and which is at least in part due to the system of recruitment. Colonel Pitcher, who was deputed by the Government of India in 1882 to make an inquiry into the system of recruitment, drew attention to this feeling of unpopularity, but was of opinion that it was not so much due to the actions of the recruiters generally, most of whom he describes as men of fairly good character and antecedents, as to prejudice against crossing the sea and to the malpractices of a few of the recruiters, licensed and unlicensed, which shed discredit on the whole system. We have no grounds for thinking that there has been any change for the worse since 1882, and Colonel Pitcher's view, which is based on careful and independent inquiry, is that which commends itself to the Committee. We may perhaps suggest that one cause of this prejudice appears to be the undoubted fact that many emigrants picked up by the recruiters away from their homes sign the agreement and leave India willingly enough but without communicating with their relatives, and so appear to the latter to have been kidnapped or spirited away.

71. We have seen in that portion of our Report which deals with the effect of emigration on the Indian emigrant that he as a general rule attains in the colonies a position far superior to that which he can hope to reach by remaining in his native country, and it is somewhat disappointing to find that these results have had no appreciable effect in facilitating recruitment; and that it is at least as difficult now to obtain a supply of efficient emigrants as it ever was. This difficulty is no doubt in part due to the improvement of internal communications in India and to the industrial revival, which have opened up a large field of migration within the country to Burma, Assam, Eastern Bengal, and the Presidency towns; but still the advantages of life in the colonies are so great that they ought to be sufficient of themselves to attract a much larger number of persons, and even families, who find life in the congested districts too hard a struggle. One would have thought that returned emigrants themselves, whose numbers are considerable, would have had a great effect in attracting new emigrants, and we learn from the evidence that this is the case to some extent. It is estimated that about 25 per cent. of the emigrants are able to discriminate between the various colonies at the time of registration, and have a reasonably clear idea of the conditions of life which lie before them, and both the emigration agents who gave evidence\* said that in Basti, the district which supplies most emigrants, the conditions of life in the colonies were well known and appreciated, and that this fact greatly facilitated and stimulated recruitment. Colonel Pitcher was of opinion that it would be to the ultimate advantage of the

\* Mr. Marsden's replies, 4886; Mr. Bolton's, 5309.

colonies to induce their emigrants to return to India, though at considerable expense, because their return would have such an excellent effect in encouraging their friends and neighbours to follow their example. Since that day many thousands of emigrants have returned to their homes, but very little effect has been produced. And this appears to be due to two reasons. First, that the return emigrants are scattered over a very wide expanse of country; and second, that though many return with considerable sums of money, a certain number, including the majority of those from Mauritius, bring very little back with them, and all colonies have and exercise the right of sending back to India such immigrants as are destitute and incapable of further work if the latter desire to go. They also occasionally send back before their indentures are expired persons of the wastrel and loafer class of whom the colony wishes to rid itself.

72. This return of people who give the colony a bad name in the recruiting districts cannot be entirely avoided, but it can be minimised by the adoption in the recruiting system of certain changes, the effect of which would be that the undesirable people described by one colonial witness as "priests, barbers, jewellers, and men of that kind" would be more rarely engaged for agricultural labour.

Knaggs,  
8508.

73. The statistics of persons convicted under the labour law of the various colonies strengthens the impression we have formed that a not inconsiderable proportion of the emigrants are not suited for regular agricultural labour or are unwilling to perform it. The large number of such convictions indeed appears to us to be the only serious blot on the system of indentured emigration.

74. These statistics are examined elsewhere in this Report, and we need not here discuss to what extent the number of convictions could be reduced by recourse to other and more suitable ways of dealing with unsatisfactory workers. But we may here record our opinion that the persons prosecuted *are*, as a rule, unsatisfactory workers unaccustomed or disinclined to regular agricultural labour.

75. It is mainly to this class that the Indian vagrants and loafers to be seen about the docks and the capital towns of the colonies belong, and it is chiefly in order to cut off the supply of such men at its source that some change in the recruiting system appears to us desirable.

76. To recapitulate. It is clear that a certain proportion of the emigrants are casual persons picked up in the vicinity of towns and markets by recruiters who are not altogether scrupulous as to their methods, and that they agree to emigrate without knowing much of the conditions which lie before them; that many even of the emigrants who are agricultural labourers of the congested districts leave their homes without any very clear conception of their prospects; that the recruiters do not penetrate into the villages where they are likely to meet with such persons and endeavour to induce them to emigrate with their families; that the field in which the recruiters work is extensive and far distant from Calcutta, the headquarters of the Emigration Agent, so that proper control by him is, in the nature of the case, impossible, while the supervision exercised by the Inspectors and the sub-agents is not effective. The result is that emigration to the colonies is generally unpopular and is regarded with much prejudice by the influential and respectable classes. Another result of casual recruitment is that the recruiter has no means of acquainting himself with the occupation, character, or antecedents of the recruit, and for this reason unsuitable persons are chosen, who afterwards prove the bad bargains of the colony and are returned to discredit the system. And a third result is the mysterious disappearance of persons who are recruited at a distance and do not communicate with their own homes before they leave the country.)

77. We are of opinion that these results could be largely avoided, and the system generally placed on a satisfactory basis, were recruiting for the Calcutta agencies more concentrated—limited, in fact, to those districts where a large supply of suitable labour is known to exist. This area would include of necessity, under present circumstances, the tracts recognised as over-populated, viz., North and South Behar, the Benares, Gorakhpur and Fyzabad Divisions, thus comprising 21 districts in Bengal and the United Provinces, with an extent of 55,000 square miles and a population of 34 millions. The latest report of the Protector of Emigrants shows that in 1908-9 over 80 per cent. of the emigrants were born in this area, though a considerable number were recruited outside it. But we should contemplate permission being given to recruit in other districts to be specified from time to time according to their actual

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condition. The restriction of area should not, therefore, have any serious effect in limiting the supply of recruits, and it is desirable in the interests of India herself, both because the recruiters stationed in far-away districts can hardly make a competence out of fair recruiting and are driven to dishonest methods of work, and because it is inexpedient and unnecessary to offer inducement to emigrate to the residents of districts where labour is not too plentiful. It is not, however, suggested that persons from outside this area who come of their own accord to the depôts within it should be refused, if they are statutory adults of the right class, but only that all recruitment outside the specified districts by licensed or unlicensed recruiters should be discontinued. The restriction of area would have this further recommendation, that proper arrangements could be made to supervise and control the recruiting staff.

More effective supervision.

78. With this object in view, our second proposal is that a responsible Emigration Agent be stationed in Benares, the natural centre of the tract, whose chief duty should be to tour in the surrounding districts whence the recruits come and to exercise proper control over the recruiters. He would be able there to keep in touch with return emigrants and utilise their services as recruiters—to make the acquaintance of the officials and influential residents of the Districts and enlist their sympathies, and generally to raise the business of recruiting in the popular estimation.

79. It has been suggested in this connection that the main depôt or depôts for the reception of intending emigrants should be at Benares rather than at Calcutta as at present, that they should be medically examined there and finally passed for service in the Colonies, and should only be sent to Calcutta a few days before the date of embarkation. We are of opinion that the proposal has much to recommend it. The site would be healthier than at Calcutta, and it is a distinct advantage that final selection or rejection should take place as near the emigrant's home as possible. But we recognise that there are possible objections in the extra expense which would be necessitated by the upkeep of two depôts, by the difficulty of control by the Protector of Emigrants, and by the increased risks of desertion which would be incurred if the main depôt were situated so near the emigrant's home. For these reasons we do not desire to make any definite recommendation in this respect.

80. It appears to us that the adoption of these two measures, concentration of area and more effective supervision, would do very much to remove the present prejudice against emigration and to put the system on a proper footing. Prejudice cannot, of course, be expected to disappear in a day, and it may be that the change of system may be accompanied by some difficulty at first in fulfilling the indents of the colonies, but we are confident that the advantages to the ordinary labourer of a term of indenture in the colonies have only to be better known to be fully appreciated, that the result of this better knowledge will be that the intervention of the professional recruiter will be less and less required, and that in time intending emigrants will learn to go direct to the office of the emigration agent for service in the colonies, just as men now go to the banks of the Hooghly for service in the jute mills. And when once confidence is fully established there will be no necessity for large payments to recruiters, for there will be a sufficiency of suitable persons always ready to emigrate with their families. Under this system the conditions of work and of settlement in the several colonies would be fully known and also the antecedents of the intending emigrants. There would therefore be no longer any room for the shirker and the wastrel.

Consolidation of recruiting agencies.

81. We are further of opinion that it would tend to more efficient administration if the two existing agencies for British colonies in Calcutta were combined into one. The proposal was made two years ago on the retirement of one of the agents. It was supported by Mr. Gibbes, the agent for British Guiana and Natal, on the ground that competition between the two agencies who work in the same places up country tends to raise the price to be paid to the recruiters and leads to certain abuses such as the selling of a batch of coolies by the recruiter of one agency to the recruiter of another. Amalgamation would also, of course, lead to more economical administration and to more effective supervision. The scheme was referred to the Colonial Governments, but objected to by Trinidad and Mauritius, who each preferred, if possible, an agent of their own, under the impression that if he were acting for other colonies also he might subordinate their claims to those of the other colonies. British Guiana, Fiji, Jamaica, and Natal approved the proposal, and it is probable that if the circumstances in India were fully known to the protesting

colonies the latter would recognise the fact that in the long run their interests could not suffer by a measure so obviously adapted to improve the general administration of the Colonial Emigration Department for the benefit of all the colonies concerned. It may be observed that the interest of Mauritius in the matter is rapidly disappearing, as the demand for fresh indentured labourers has greatly diminished of late, and during the last two years has altogether ceased.

82. The objections to the present system of two competing agencies remain to a great extent in the background when, as at the present time, the agencies are working in harmony and arrange with each other the dates on which ships are to be despatched; but with the third or Dutch agency no such arrangement is made, and the objections to competing agencies appear in their full force. Recruiting for Dutch Guiana is intermittent and on a smaller scale than in the case of the British agencies. The Dutch Consul, who is also emigration agent, is compelled therefore to have recourse to the sub-agents of the English agencies, with the result that they and their recruiters play off one agency against another in order to secure better terms for themselves. There have been several complaints in past years of this competition, which not only enhances the cost of Indian labour to British colonies but also seriously hampers the British agencies in obtaining their required numbers. It is evident that if the two British agencies at Calcutta are amalgamated some arrangement should be made by which the recruits for foreign colonies should be supplied through the combined agency.

Marsden,  
5088 *et seq.*

83. We have referred so far only to emigration from the port of Calcutta, but the colonies east of the Cape of Good Hope—Natal, Mauritius, and Fiji—import a large proportion of their coolies from Madras, and a few ships for the West Indies have also sailed from this port. We have not had the advantage of hearing any witness with recent experience from the Presidency of Madras, and the annual reports of the Protector of Emigrants do not specify which are the districts which supply the largest proportion of colonial emigrants. It would seem, however, that they are drawn from a comparatively small area and that the recruiting districts are not very far distant from Madras, so that control over the recruiters is not so difficult as in the Calcutta agencies. The people are also better educated than up country and less liable to be deceived by recruiters; and as the natives of Madras have generally no prejudice against crossing the sea, the feeling against emigration is not so keen as in the up-country districts. Yet complaints have frequently been made by various colonies of the quality of the Madras emigrants, and it would appear that closer touch with the districts is here also necessary in order that unsuitable persons may be rejected and the right class of agricultural labourers be encouraged to come forward. In this connection some of the measures advocated with respect to Calcutta might be found worthy of adoption, but, having little information as to the conditions of recruiting in Madras, we are unable to make any definite recommendations in this respect.

*(Effect of Indian Immigration on the Colonies concerned.)*

84. Before proceeding to discuss the individual Colonies to which Indian emigration may be usefully encouraged, it is desirable to make some preliminary observations as to the general considerations which govern the question, and as to the categories in which the Colonies naturally group themselves in relation to the matter.

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85. It seems to be an undeniable fact that in tropical climates, where the needs of the indigenous population are few and simple, and where there is an abundance of fertile land open to the use of that population for the satisfaction of those needs, it is impossible to obtain from local sources, except by compulsion, a sufficient supply of labour for the development of industries dependent on steady and continuous work. Wherever these climatic and economical conditions prevail, recourse must be had for the prosecution of such industries to the introduction of some alien race whose previous traditions and methods of life have inculcated habits of steady and regular work.

Ireland,  
10,991.

86. There can be no doubt that in this manner Indian indentured immigration has rendered invaluable service to those of our Colonies in which, on the emancipation of the negro slaves, the sugar industry was threatened with ruin, or in which a supply of steady labour has been required for the development of the Colony by methods of work to which the native population is averse. The Indian immigration

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has had a twofold effect. It has admittedly supplied labour which could not be obtained in sufficient quantities from other sources. But we were also told by some competent witnesses that according to their observation, in British Guiana and the West Indies at all events, the thrifty and persevering habits of the Indian immigrant have had an educative effect, perceptible though gradual, on those among whom he has come to live, and that his example and his competition have introduced new habits of industry and improved methods of agriculture.\*

87. It is, moreover, generally admitted that the majority of the Indians who remain in the colony after the expiration of their indentures, either as small proprietors or as free labourers, prove a valuable addition to the population, and that in the second and third generations many inhabitants of Indian extraction become men of considerable property and attainments. Those who turn to other forms of employment, whether with greater or less success, are also recognised as useful in supplying various needs and rendering services to which the other elements of the population are more or less averse. In Fiji a certain amount of jealousy of the remarkable success of the Indian traders appears to be felt among the European population, and the same feeling no doubt exists in the East Africa Protectorate. But in the West Indian Colonies there is no evidence of antagonism on that score.

88. All the evidence which we have received goes to show that the Indian indentured labourer, though resentful of anything which he considers injustice, is, if properly treated, perfectly docile and easily managed, and that after the expiration of their contracts the free immigrants and their descendants are orderly and law-abiding members of the community, requiring no special legislation or administrative provisions for their governance. They seem content to pursue their avocations without troubling themselves to take part in political movements or agitations.

89. All these considerations point to the expediency of permitting or encouraging the introduction of Indian labourers where the need of steady agricultural industry is strongly felt, provided always that the immigrants have the opportunity of acquiring suitable land, and settling down as small proprietors on the expiration of their contracts if they so wish.

90. On the other hand, no one has attempted to contend that the system of indentured immigration should be continued beyond the period when it is really necessary in order to secure a regular and trustworthy supply of labour, or in cases where its effect would simply be to reduce the wages of free labourers who are available in sufficient quantity and when required.)

91. The question of the continuance of the system in those colonies where it exists resolves itself, therefore, into an investigation of the conditions prevailing in each of them, firstly as regards the available supply of steady agricultural labour, secondly as to the amount of land which can be provided for the eventual settlement of those immigrants who elect to remain in the country.

*General Review of the Crown Colonies and Protectorates in relation to the question of Indian Immigration.*

92. Coming now to the classification of the Colonies, it is in the first place obvious that there are some which for all practical purposes are outside the scope of our enquiry. No one would suggest that Indian emigration should be encouraged to Gibraltar, Malta, Cyprus, the Falkland Islands, St. Helena, or Hong Kong.

93. At the other end of the scale may be cited two Colonies, Ceylon and the Straits Settlements, which from their proximity and the affinity of population, religion, customs, and language are obviously suitable for emigrants from India, if proper openings exist for their employment. As a matter of fact we find that a great and increasing demand for Indian labour exists in both these Colonies and in the Federated Malay States (which are under the administration of the Governor of the Straits Settlements) for the development of certain industries for which the native population has little or no inclination. The immigration can scarcely be said to require encouragement: it is a natural movement beneficial to all concerned, and all that is necessary is that proper control should be exercised for the prevention of abuses and effective measures taken to ensure the well-being of the immigrants.

\* See Sir F. Hodgson's remarks on rice cultivation in British Guiana, 3451-2; Sir H. Johnston, 3977, 4091-2, 4145-6, and Appendix, p. 162; Mr. Q. W. Warner, 605, 611; Professor Cadman, 4205-6. On the other side, see Sir S. Olivier, 9056.



94. We come next to Mauritius, British Guiana, and the several Colonies in the West Indies which had recourse to the importation of Indian indentured coolies to supply the deficiency of labour resulting from the abolition of slavery in places where land in large quantities was open for occupation by the emancipated negro. This deficiency of regular labour threatened at the time to ruin the sugar plantations on which the prosperity of the Colonies almost entirely depended, and it is difficult to see how, in the absence of this expedient, wholesale calamity could have been avoided. The question whether and to what extent the continuance of the system is now necessary or desirable must, as we have already observed, be considered in connection with the circumstances of each Colony.

95. Briefly, it may be stated here by way of summary that in Mauritius, where the amount of undeveloped land is rapidly dwindling, and where the Indian inhabitants form a majority of the total population, the demand for imported labour tends to disappear; that in British Guiana, Trinidad, and Jamaica (especially the first named of these three) the need for it is still felt; that in Grenada and in others of the Windward Islands and in the Leeward Islands (where a system of immigration under indenture once existed, but was abandoned twenty years ago), the circumstances are not such as in our opinion to justify its recommencement. In Bermuda, the Bahamas, and Barbados there is no opening for Indian immigration. The last-named island deserves special notice, because it is a remarkable instance of a place where, in consequence of the absence of unoccupied land, and the presence of a superabundant population, the negro on his emancipation from slavery was forced to continue working in order to avoid starvation, and acquired in consequence habits of steady industry which have enabled the Colony to continue the production and export of sugar without a supply of extraneous labour. In British Honduras there appears to be a promising field for the introduction of Indian labour if arrangements can be made for defraying the necessary expenditure.

96. In Fiji Indian immigration was commenced in 1882 for the cultivation of sugar and other agricultural products, for which the islands are well adapted, when it was found that neither native nor Polynesian labour could be obtained in adequate quantities for the purpose. Without the help of the Indian coolie the Colony must have remained in a state of comparative stagnation. The system appears to have worked well, to have been productive of excellent results, and the local conditions all seem to point to the expediency of its continuance.

97. In the Seychelles group any demand that may exist for importation of agricultural labour is on an inconsiderable scale, and is counteracted by difficulties and expense of transport.

98. As regards the Colonies and Protectorates on the West Coast of Africa, the circumstances set forth in the portion of our Report which deals with them are not such as would, in our opinion, justify us in recommending the initiation of any regular system of immigration from India. The same may be said of the Nyasaland Protectorate. In Somaliland there is no opening for the introduction of Indian emigrants. There remain the Protectorates of British East Africa and Uganda, to which we have given much attention. The conclusions at which we have arrived will be found at the close of the section of our Report which sets forth the conditions prevailing in these territories.

99. The close of this portion of our Report offers the most suitable opportunity for some observations on the imputation which is still at times advanced, that the system of indentured labour, as established for Indian immigrants into the British Colonies, partakes of the nature of slavery. Our unhesitating opinion, after examining the best and most authoritative evidence that we could obtain on the subject, is that, whatever abuses may have existed in the more remote past, no such charge can be substantiated against the system as it at present exists and has been in practice during the last 20 or 30 years.

100. The restrictions placed on the immigrants are not in their practical operation excessive. The regulations in some colonies as to passes, &c., seem to us in their wording to go somewhat beyond the necessities of the case, but they are not in fact strictly enforced, and it must be remembered that they have been designed, in part at least, for the protection of the labourer as well as for the convenience of the employer. They do not alter the fact that outside the terms of a contract, the principal conditions of which have been twice explained to him before he enters into it, he is for all real purposes a free man; whose rights are carefully watched over and

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guarded by a special staff of Government officials. It is no doubt on the efficiency and rectitude of those officials, and upon the pursuance of an enlightened policy by the employers, that the welfare and comfort of the labourer must depend. But this is equally true of many other kinds of employment in all parts of the British Empire, not excepting the United Kingdom. The system must, like others, be judged by its results, and there is a general concurrence of opinion that, so far from exercising any depressing or debasing influence on the immigrant, it does in fact encourage in him the growth of independence of character. Abundant testimony will be found to this effect in the evidence given before us, and one of the witnesses, Mr. Alleyne Ireland, whose writings on tropical colonisation are well known, and who has himself had personal experience as an overseer of an estate in British Guiana, expressed himself to us as decidedly in favour of indentured in preference to free immigration as being better, not merely for the employer, but for the immigrant. We may aptly conclude with a quotation from his work on "The Far Eastern Tropics" (page 143):—

"I am not concerned to deny that under a weak government, or where there is not a conscientious Civil Service, contract labour may, by the existence of abuses, bear some resemblance to slavery: what I wish to maintain is that where there exists a strong government, a good immigration law, and an efficient staff for the enforcement of its provisions, the contract labourer is more secure in the enjoyment of all his rights and privileges, than he would be if he had not voluntarily entered into an agreement with an employer."

101. This view is supported by other independent and impartial authorities, and we see no grounds to question its accuracy. At the same time, we lay stress on the conditions which Mr. Ireland specifies as essential for the proper working of the system, and without which it might easily become arbitrary and oppressive.

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102. From the foregoing considerations the following propositions appear to us to be established:—

First.—That subject to certain recommendations which we shall have to make in regard to individual colonies, the system of indentured immigration as actually worked is not open to serious objection in the interests of the immigrant labourer.

Second.—That Indian immigration is of the greatest assistance in developing the resources of some of our tropical colonies, and in increasing their prosperity.

Third.—That in the present condition of India, indentured emigration is the only practicable form of emigration to distant colonies on any considerable scale.

And we wish to enunciate the following general principles:—

First.—That emigration under indenture for private employers should be permitted only to such colonies as offer an opportunity to the time-expired immigrant to settle in an independent capacity on the land.

Second.—It follows that emigration of this nature should only be permitted to such colonies as have spare land capable of development.

Third.—That, it being obviously to the advantage of a colony to develop its spare land, there is no objection to the Government of such colony assisting the employers of labour in bringing in immigrants who are at first at the disposal of the employers, but subsequently contribute independently to the development of the resources of the colony. The extent and manner of such assistance are, of course, a question for decision in each case on a consideration of the respective needs of the planters for labour and of the colony for development.

103. It has been argued that by a system of State-aided immigration the indigenous inhabitant is taxed to import labour which competes with him in the labour market. This proposition, however, seems to us to have only a limited application and to be qualified by other considerations. In the tropical colonies with which we have to deal the indigenous population is but slowly increasing, in some it is actually diminishing. The majority of this population has also, according to all accounts, a disinclination to the particular kind of labour which is needed. In these circumstances, production and cultivation must remain stationary.

or even diminish without assistance from without. Owing to the poverty and ignorance of suitable immigrants and the distance from which they have to come, unindentured emigration of agricultural labourers from India to the more distant colonies is found to be impracticable. Indentured immigration, therefore, becomes necessary if the development of those colonies is to be attained. The question then arises under what circumstances and to what extent such immigration can properly receive assistance from the State. No instance has been brought to our notice where the competition of immigrants in the labour market has been proved to have had the result of reducing the wages of the older colonists or native population. But on the other hand they are the means of providing for those classes opportunities of congenial employment which these would not otherwise have enjoyed. For this and other reasons the development of the resources of a country is generally assumed to be a benefit to the community at large and to be, within certain restrictions, a proper object for expenditure from the public revenue. These arguments apply in full force to those of our Crown Colonies which possess large quantities of undeveloped land. It is true that where, in the circumstances of the case, free immigration is impracticable, the immigration is under indenture, and that such immigration was originally undertaken with the object of providing the sugar planters with a regular and efficient supply of labour. It still benefits the planter in the first instance. But it also benefits the colony in two ways, firstly by encouraging the principal industries on which its prosperity depends, secondly by promoting the development of its still latent resources. The immigrant is himself a taxpayer and in most cases contributes to the revenues of the colony in no inconsiderable degree by duties on articles required for his special use and consumption. Both on this account and to ensure that the community shall receive the full benefit of the immigrants' presence it seems right that the cost of special supervision and medical inspection by State officials should be borne by the public revenue. Further, where labour is required for public purposes, whether for the construction of public works or for the cultivation of public property by peasant proprietors, the State may reasonably be expected to make an equitable contribution to the cost of a system by which the supply of such labour is most conveniently and economically obtained.

104. Assistance beyond what is required for these two objects should, in our opinion, be regarded as exceptional and terminable at the earliest convenient moment.

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*Note.*

Mr. Alleyne Ireland brought to our notice (Qs. 10991-11002) a calculation which he had made some years ago to illustrate the advantages derived from Indian immigration by those colonies where it could be advantageously employed.

He explained that in a tropical country, the home market for produce being small, the amount of exports as compared to population may be considered as giving a fair idea of its industrial efficiency. He therefore classified a number of British tropical colonies in three categories. Those of the first class (A), comprising St. Lucia, St. Vincent, Montserrat, and Dominica, were colonies in which there was neither pressure of population nor imported contract labour to any considerable extent. In the second class (B) he placed Barbados, Antigua, St. Kitts Nevis, Grenada, where there is considerable pressure of population and no spare land. In the third class (C) he placed British Guiana, Trinidad, Mauritius, and Jamaica, as colonies in which there was a sufficiency of land and for which imported contract labour had been obtained in large quantities. Taking the values of the exports of these several colonies for a number of years and comparing them with the population, he found that the average value of exports per head in Class A worked out at \$11 66 cents (2*l.* 8*s.* 7*d.*), in Class B at \$26 40 cents (5*l.* 10*s.*), while in Class C it rose to \$45 51 cents (9*l.* 9*s.* 7*d.*).

A detailed calculation on this basis, for the years 1882-91, will be found set out at length in his work on Tropical Colonisation, pp. 161-163. According to this calculation the average values of exports per head in Class A, where the population was normal and there was no importation of indentured labour, was \$13.26 (2*l.* 15*s.* 3*d.*); in Class B, where there was a pressure of population, it was \$26.74 (5*l.* 11*s.* 5*d.*); and in Class C, where a system of indentured immigration was in operation, it was \$37.38 (7*l.* 15*s.* 9*d.*).

We have had the same calculation worked out for the years 1906-7-8, and the results are shown in the annexed table. The population in several of the colonies has clearly increased since Mr. Ireland made his calculation, and the value of the exports must have

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been considerably altered by the fluctuations in the price of sugar. Taking the six colonies in which no system of indentured immigration exists and where the pressure of population is under 500 to the square mile, the average value of exports per head is 3*l.* 6*s.* 8*d.*; in the two colonies where there are no indentured immigrants and where the population exceeds 500 to the square mile the average value is 4*l.* 14*s.* 3*d.* per head; in the four colonies where a system of indentured immigration has been and continues to be in force the average value of exports is 6*l.* 7*s.* 2*d.* per head. But in one of these last-named colonies (Mauritius) the population averages 542 per square mile, while in another (Jamaica), where the population is no more than 198 to the square mile and where the importation of indentured labour has been comparatively small, the average value of exports per head is no more than 2*l.* 9*s.* 6*d.* It is generally recognised that the average value of exports per head of the population is not a safe guide as to the prosperity of a country, and there can be little doubt that Mauritius, with an average of exports nearly three times that of Jamaica, is at the present moment, for various reasons, less prosperous. The averages must moreover depend to a considerable extent on the market value of the articles exported from each Colony, and can only be trusted as an indication of comparative industrial activity when those articles are more or less identical in each case. Still the table has a certain interest and value, as showing roughly the conditions of the various Colonies specified in it, and we give it for what it is worth.

Colony.	Area.	Estimated Population.	Population per square mile.	Exports.			Annual Average of Exports per Head.
				1906.	1907.	1908.	
	Square miles.			£	£	£	£ s. d.
{ St. Lucia - -	233	*55,095	236·4	220,313	264,401	252,668	4 9 3
{ St. Vincent - -	140	†51,779	369·8	†53,078	§83,755	94,265	1 9 9
{ Montserrat - -	32½	¶12,215	375·8	23,982	35,183	**	2 8 6
{ Dominica - -	304	††28,894	95·0	106,246	124,294	**	3 19 9
{ Barbados - -	166	*194,477	1,171·5	932,965	935,255	948,177	4 16 6
{ Antigua - -	108	††34,178	316·4	95,971	174,972	**	3 19 3
{ St. Kitts Nevis - -	150	††46,466	309·7	160,195	181,033	**	3 13 6
{ Grenada - -	133	††71,504	537·6	210,149	417,299	359,244	4 12 0
{ British Guiana - -	90,500	††304,549	3·3	†1,994,394	\$1,843,107	1,711,543	6 1 6
{ Trinidad - -	1,754	†334,543	190·7	†3,168,706	\$2,872,325	3,907,503	9 18 3
{ Mauritius - -	705	††382,399	542·4	2,672,475	3,009,592	2,324,041	6 19 6
{ Jamaica - -	4,207	†835,800	198·6	†1,843,180	\$1,992,007	2,360,702	2 9 6

\* On 31st December 1908. † On 31st March 1908. ‡ 1905-6. § 1906-7. || 1907-8.  
¶ On 31st December 1906. \*\* Information not available. †† At 1901 Census.  
‡‡ On 31st December 1907. The estimated population of Mauritius includes the garrison (1,000), and the population of Rodriguez, and other outlying islands (5,700).

## II.

THE PARTICULAR COLONIES IN WHICH INDIAN IMMIGRATION MAY BE MOST USEFULLY ENCOURAGED AND THE GENERAL ADVANTAGES TO BE REAPED IN EACH CASE  
(1) BY INDIA ITSELF; (2) BY EACH PARTICULAR COLONY.

PART II.

105. In the previous section of our Report we have stated in general terms the advantages which India, or perhaps it would be more correct to say the Indian emigrant, derives from emigration to the Colonies, and those which Indian immigration has brought to the Colonies where circumstances have favoured or called for its introduction. We have now to examine how far those circumstances obtain in the several Crown Colonies and Protectorates, and whether, and, if so, to what extent, they are counteracted by other considerations.

106. It will be convenient to take the Colonies in the order which is indicated in the concluding portions of the previous section, beginning with those which are nearest to India.

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107. This Colony, from its geographical situation, holds a unique position in regard to immigration from Southern India, from which there is a constant annual flow of immigrants both for agricultural and other forms of employment. Of the agricultural immigrants about 70 per cent. return to India, the remaining 30 per cent. stay in the island. The Tamil portion of the population has in consequence largely increased, rising from 534,339 in 1871 to 687,248 in 1881, to 723,853 in 1891, and to 951,740 in 1901. In the first of these decades the increase was about 150,000, in the second it was only 36,000, while in the third it rose to nearly 230,000. This last rate of increase has been maintained, for between 1901 and 1908 the total population rose from 3½ to 4 millions, out of which increase of half a million nearly 200,000 was due to the excess of arrivals over departures of Indian immigrants.

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Blake, 2724.

108. From the evidence which we have obtained there does not appear to be any ground for apprehension that the immigration does or will injuriously affect the opportunities for employment or the wages of the native Sinhalese. The great influx of immigrants has been the result of the introduction of tea-planting, which took place after the failure of coffee from disease about the year 1880. The tea plantations have been pushed into the hill country, and the Sinhalese show little disposition to go to any distance from their villages for the purpose of working. The prosperity of the Colony has shown a remarkable improvement since the rapid development of the tea plantations, the total value of exports having risen from about 4,500,000*l.* in 1893 to about 6,725,000*l.* in 1903, at which figure it has since remained with comparatively small variations. There is now a considerable development in the cultivation of rubber, in which the Sinhalese have hitherto taken part so far only as the lower lying districts are concerned. The contemplated extension of the existing line of railway to Manaar on the north-western coast is expected to cause a still further influx of immigrants, as it will greatly shorten the sea-passage from the mainland.

Blake, 2728.

109. The immigrants are all unindentured. The system under which the agricultural labourers are employed is so remarkable as to justify a full quotation of the passages in which it is described in the Report of the Ceylon Labour Commission of 1908. They are as follows:—

The "kangany" system.

"This system, commonly called the 'kangany system,' is, it is important to recognise, of a purely patriarchal character in its origin and principles. The kangany, or labour headman, was in the beginning, and still is in a large number of the older and more solidly established estates, the senior member of a family group composed of his personal relatives, to whom may be added other families drawn from villages in Southern India from the vicinity of which he and his relations also come. The labour force thus formed is subdivided into a number of smaller groups, each under its patriarch, the sub- or *silara* kangany; and the family principle is further manifested in the groups which are under these minor headmen, a man with his wife and children and, it may be, one or more close relations assuming joint liability for advances made to them, and holding their earnings, in some sort, in common.

"The head kangany, as patriarch of the whole labour force under his charge, transacts or supervises all the financial affairs of the estate with his coolies, with the exception of the payment of their wages. On a single estate there may be, and often are, several head kanganies. Often the head kangany is the sole debtor to the estate, he being the medium through whom all advances are made, the sub-kanganies, and, it may be, his own personal gang of labourers, owing him money, while the remainder of his coolies are

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responsible for their debts, individual or collective, to the sub-kanganies. In most of the older and more firmly established estates, the sub-kanganies and their coolies owe more money to their head kangany than the latter owes to the estate, and in such instances the head kangany, apart from being the head and the organiser of the labour force, actually assists the estate to finance its coolies.

"The head kangany supervises work in the fields, for which he draws what is called 'head money,' a sum that varies from 1½ to 2 cents per diem a head for every labourer who daily turns out to work. In addition he is occasionally paid a fixed salary for special duties performed by him.

"The sub-kangany may owe money direct to the estate and to the head kangany, or may owe money only to the head kangany. He is the sole creditor of the labourers who compose his gang.

"The sub-kangany usually works in the fields, either as a labourer or as an overseer, and for this he receives a 'name,' which means that he becomes entitled to a day's pay. He receives in addition what is known as 'pence money,' viz., a sum of from 3 to 4 cents a head daily for each labourer in his gang who turns out to work."

110. The method of recruiting fresh labourers from India has been described in the previous section of this Report. Kanganies are sent over for the purpose, who make advances to the immigrants from funds provided by the estates which employ them. The obvious result, as is observed in the Report of the Commission, is that every coolie begins his life in Ceylon more or less in debt. It would seem from the evidence of one of the witnesses who came before us that the average amount of debt, though it must clearly vary according to the circumstances of each individual, may be taken at about 10 rupees, and that the coolie is expected to work off this amount in two years' time. But there is no obligation which can be enforced by legal process. The debt remains a debt to the kangany, not to the estate, and the coolie is at any time free to claim his discharge from the latter on giving a month's notice.

Fraser,  
4542-3.

111. The Coast Labour Agency, which was instituted in 1904 for the purpose of assisting and supervising the proceedings of the recruiters, is maintained partly by voluntary contributions from those estates that make use of it at the rate of 10 cents an acre, partly by a Government subsidy, amounting in 1908 to 800*l*.

112. The Report of the Commission goes on to state:—

"The ordinary pay of a male coolie is 33 cents per diem; that of a woman 25 cents. Children earn from 12 to 20 cents. This is, of course, exclusive of the 'head' and 'pence' money earned by the kanganies. The coolies are mustered at 6.0 a.m. and work ceases at 4.0 p.m. An issue of rice—one bushel each month for a man, three-quarters of that amount for a woman, and half a bushel for each child—is made by the estate to every labourer who has worked a certain number of days, usually five days out of seven, but sometimes eleven days in a fortnight. A portion of the rice so received is usually applied by the labourers to purposes of barter, the bargains made being rarely of an advantageous character, but the practice being apparently one which the coolies would not willingly abandon. The labourer's liking for this custom is partly due to the fact that it enables him to obtain credit from the shopkeeper with whom he deals. The cost of the rice so issued—at prices ranging at the present time between Rs. 4.40 and Rs. 5.23 a bushel—is charged against the coolie's account and deducted from the wages earned by him. Where rice is issued at exceptionally high rates owing to costly transport a corresponding increase in the daily wage of the labourer is usually made. To-day almost all estates are making a loss, in some instances a very considerable loss, upon this issue of rice, which is supplied to the labourers at less than cost price.

"The commonest system of payment in vogue upon estates in Ceylon is for wages to be paid once in two months; for instance, pay due for January and February is liquidated in March, or it may be even in April, one month's pay being deducted and set off against the debts of the coolies to the kanganies, and one month's pay being handed to them. In each instance the cost of the rice issued is first deducted from the pay due to the coolies. The deduction on account of advances is made with the consent of the coolies. Protests against the making of these deductions are of rare occurrence, but when made are usually honoured.

"Meanwhile, though each coolie's name appears upon the estate check roll, and the pay earned by him or her is separately calculated, the earnings of the members of a family group are held, in some sort, in common, though the women are almost invariably given for their own use any extra pay which their diligence or skill may have earned for them over and above the ordinary rates of wage.

"Similarly, each member of such a family group considers him or herself liable for the joint debt of the group, and in the event of the death or desertion of one of its members the surviving or remaining members regard it as a point of honour to accept liability for his share of the common debt. This is a practice which is ingrained in the customs and traditions of the Tamil agricultural labourers, and the acceptance of such liability is with them, as has already been said, a point of honour.

"The more usual method whereby coolies quit one estate for another is that which is known as making application for a *tundu*—a *tundu* being a statement in writing by an employer that he is prepared to discharge one or more labourers on payment of his or their liabilities, the amount of which is duly noted in the document. On the *tundu* being presented to and accepted by another employer of labour, and the debt named therein being discharged, with or without an additional cash payment to the kangany in charge of the gang, the latter is transferred from the one estate to the other."

113. The system thus described, though working satisfactorily on the whole, had certain defects. It left the coolie, and in some degree the employer, very much at the mercy of an unscrupulous kangany. It was ascertained by inquiry that in many cases the newly-arrived labourer had no very clear idea of the precise amount of his indebtedness to the recruiter who had brought him over, and there was reason to suspect that both at this early stage, and subsequently, coolies were not infrequently

the victims of fraud. Furthermore, the "tundu" system above described, and the freedom of the coolie to claim his discharge at the end of a month, gave great facilities for the enticement of coolies from one estate to another at a time when the rapid development of estates occasioned a shortage of labour. It was in the power of a kangany to claim advances from the estate on which he was employed, with the threat that, if refused, he would transfer his services, and those of all the coolies under his supervision, to some other employer who offered him better terms, or without any previous negotiation he might make such a transfer for considerations which were exclusively to his benefit, and in no way advantaged the coolies themselves.

114. The Commission of 1908 was appointed to inquire into these and other points connected with the supply of agricultural labour.\* In their Report, which is accompanied by a voluminous mass of evidence, they expressed their decided opinion against the adoption of any form of indentured labour, and in favour of the continuance of the existing system, and made various recommendations for the purpose of correcting abuses which had shown themselves in its working. An Ordinance has been prepared and sanctioned, giving effect to their recommendations so far as these called for legislative action. It is not necessary for the purposes of this Report to go into these recommendations in any detail. Briefly, the more important of them are :—

Reforms recommended by the Commission of 1908.

That the accounts between coolies and their kanganies should be subjected by the estate authorities to far closer scrutiny than is at present customary.

That there should be a combination among the planters to refuse extravagant advances to kanganies on behalf of their coolies.

That immigrant labourers, including kanganies, be freed from the liability to imprisonment for debt.

That the law be amended so as to make notice of termination of service given by a kangany or agent on a coolie's behalf invalid unless personally confirmed by the coolie.

That the law be also amended so as to compel the monthly payment of wage due to coolies into their own hands before the expiration of the month next following that during which the wages in question have been earned.

That to insure this being done, declarations on honour be furnished monthly to the Government Agent stating that payment has been punctually made.

That a system of legalised discharge ticket be adopted, it being made penal to employ a coolie who cannot produce such a quittance.

That the period during which an absconder shall be liable to prosecution for absconding be limited to 36 months from the date at which the desertion took place.

115. These reforms cannot fail to have a beneficial effect on the labour system of the Colony. They should effectually remove what is stated to have been a crying evil in former years—the large arrears of wages left unpaid on some estates. They will diminish, though they cannot entirely remedy, what is in our opinion its principal defect—its tendency to perpetuate the dependence of the coolie on the kangany, and so to discourage individual efforts for advancement. But such as it is, and not least perhaps in regard to this very defect, the system is in accordance with the customs and traditions of the Tamil race, and it results in an almost complete absence of friction between the capitalist and his employees, and the large labour staff under their direction.

Stanmore, 10,824. Hill, 13,182.

116. As regards the competition of native Sinhalese labour with that of the Indian immigrant, the Commission came to the following conclusions :—

(a) That the quality of the labour supplied by the Sinhalese villages is good.

(b) That the supply is ample for estates which chance to be situated in the near neighbourhood of large Sinhalese villages, but that this supply is almost entirely a question of locality.

(c) That there is no strong prejudice among the Sinhalese villagers against engaging in work on the estates.

(d) That those Sinhalese villagers who are desirous of obtaining work on estates are able to obtain it without difficulty.

Observations of the Commission on native labour.

\* In 1907 the number of agricultural immigrants, which in the five previous years had averaged 103,000, dropped to 58,724. This diminution, which was attributed in part to the competition of other Colonies, made it desirable to enquire into the whole system. In 1908 the number of immigrants rose to 80,501. The supply is said to depend largely on the condition of the crops in Southern India. (See Annual Reports for 1907, 1908.)

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- (e) That the adoption of any measures to compel Sinhalese villagers to work upon estates is unnecessary, is out of the question, and cannot seriously be considered.
- (f) That any attempt to persuade Sinhalese in large numbers to work upon estates which are not situated in the neighbourhood of their villages is, as a rule, little likely to prove effective.
- (g) That the encouragement of Sinhalese to undertake work upon estates must come from the individual efforts of the superintendents of estates which are favourably situated for the purpose, and from the influence of local headmen, but that we are strongly of opinion that any interference of Government in this matter would be unwise.

Health  
Statistics.

117. The following are the birth and death rates of the Tamil community, including the immigrant population on the estates, as compared with those of the total population, taken from the Annual Reports of the Registrar-General of the Colony for 1907 and 1908 :—

	Average for Years—			
	1898-1908.	1906.	1907.	1908.
	BIRTHS PER 1,000.			
For the whole population	39.3	35.7	32.8	40.1
For the Tamil population	28.7	29.2	25.4	31.4
	DEATHS PER 1,000.			
For the whole population	28.2	34.3	30.1	29.4
For the Tamil population	30	34.2	32.6	30.1

The death-rates for the population on the estates (which is mainly Indian) vary greatly in different districts and different years, as will be seen by the following table :—

District.	Population at the Census of March 1901.	Deaths per 1,000.					
		1903.	1904.	1905.	1906.	1907.	1908.
Kandy - - - - -	155,444	21.9	18.6	22.4	30.3	25.0	27.0
Matale - - - - -	26,136	26.0	24.0	30.7	65.6	38.4	56.4
Nuwara Eliya - - - - -	103,564	18.4	16.2	21.8	27.1	27.1	26.2
Badulla - - - - -	51,788	23.5	21.4	23.1	43.3	36.9	37.7
Ratnapura - - - - -	16,642	31.0	27.4	38.1	85.4	86.6	88.6
Kegalla - - - - -	41,499	27.2	20.7	31.9	55.2	43.2	52.6
Colombo - - - - -	8,302	26.6	25.2	42.8	70.3	61.9	50.3
Kalutara - - - - -	16,965	28.8	22.8	35.4	57.1	57.2	49.2

These averages are for persons of both sexes and all ages, as the particulars furnished at the last census do not admit of a separate estimate for adult males.

The principal cause of death in all districts appears to be diarrhoeal disease, which accounts for an average of between 29 and 48 per cent. of the total number. The next most frequent cause is infantile debility. In some districts fevers and malaria, in others pneumonia, hold a prominent place. A considerable proportion of deaths were due in each district to ankylostomiasis (*dochmius duodenalis*).

The whole subject of the rates and causes of mortality is examined with much care and detailed analysis in the Registrar-General's Reports.

Medical  
care of  
immigrant  
labourers.

118. Provision is made in regard to medical care of the labourers on estates by the Medical Wants Ordinance of 1882, by which it is enacted (Sections 6, 7) that Superintending Medical Officers, not exceeding three in number, shall be appointed by the Governor, whose duty it shall be :—

- “To visit the cooly lines upon every estate in the districts which may be assigned to him by the Governor, at least once in every six months and upon the occasion of each visit to call the attention of the superintendent to any defect in the sanitary condition of the cooly lines.
- “To inspect the labourers employed on the estate with a view of ascertaining their state of health and whether they have been duly vaccinated.
- “To inspect the the hospitals and dispensaries within his district and to inquire into any complaints which may have been made respecting the working of such hospitals or dispensaries.”



The Superintending Medical Officer has power (Section 8) to visit the cooly lines on any estate within the districts assigned to him, whenever he thinks fit, and to send to the hospital of any district any labourer requiring medical treatment. (The estate to which the labourer belongs is liable for his expenses for a period of 30 days.)

The Governor has power (Section 9) to appoint existing district hospitals or other buildings to be dispensaries, and to make the necessary appointments of district medical officers, medical assistants, and dispensers from Licentiates of the Ceylon Medical College. Each district medical officer is bound under Section 10 to daily visit the hospital of his district, and under the same section it is the duty, as far as practicable, of each medical assistant, on the request in writing of the superintendent of any estate in his district, to visit any sick labourer on such estate, the estate being liable for the payment of a fee of 2½ rupees for every such visit.

A special fund is provided (Section 4) for defraying the cost of this system, for which the Governor is empowered to levy certain duties on coffee, tea, and cocoa, not exceeding 10 cents per cwt. and on cinchona not exceeding 20 cents per cwt.

Observations of the Commission of 1908.

119. The Commission found that the existing arrangements met the medical wants of the planting districts with reasonable adequacy, but that more hospitals were required in some localities, and that it was desirable that steps should be taken to supply a more highly qualified class of men than was usually available to serve as estate dispensers. They also recommended that the liability of the estate for the coolies' medical expenses should be extended from 30 days, as at present, to 60 days. They advised that the special export duties levied under the Ordinance for defraying the cost of the arrangements should be supplemented by similar duties on rubber and cardamoms. They found that the funds obtained by the duties had hitherto been insufficient to meet the expenditure and that during the last three years a contribution from general revenues exceeding 15,000*l.* had been required to meet the deficit. The Commission were divided in opinion as to whether the special export duties should be raised for the purpose of meeting this deficit, and placing the whole burden of the medical care of the estate labourers on the planters. A minority contended that as the Government afforded gratuitous medical assistance to all inhabitants of the Colony whose income does not exceed 15 rupees per mensem, and as an appreciable and increasing proportion of the labouring population on the estates had been born and bred in Ceylon, and formed part of the resident population, it was only fair that the Government should bear a share at least of the expenses of their medical care. The majority of the Commission, on the other hand, urged that up to 1880 the hospitals and dispensaries in the planting districts had been erected and maintained at the cost of the estates by means of an acreage tax. The Government levied the tax but left the administration of the proceeds entirely to district committees formed of planters. When, in consequence of the expansion of the estates, the Government had found it necessary to take the management and construction of the hospitals into its hands, it was not intended that the planters should be relieved of the cost. They admitted, however, that the Ordinance had been defective in two respects: first, that it had laid down a maximum rate of duty which in practice was insufficient to provide for the whole cost of the arrangements; secondly, because it had given the planters no voice in the management of the system, which had, in the opinion of the majority of the Commission, been unnecessarily expensive. While differing on the question of an increase in the rates of duty, the Commission were unanimous in recommending that the planting community should, either by committees or delegates, have a voice in the administration of the funds.

120. This latter recommendation seems fair and reasonable. As regards the question of a contribution from the general revenues of the Colony towards the medical care of the estate labourers, we can only say that on general principles it seems difficult to argue that the medical care of an agricultural labourer born in the Colony, though of Tamil extraction, shall be entirely at the expense of his employer, if an inhabitant of the Colony, of whatever origin, otherwise employed, is to be granted free medical care at the expense of the Government.

121. The question may, however, be affected by local considerations of which we have no knowledge. We understand that a duty on rubber and increased duties on tea and cocoa are in contemplation.

122. As regards sanitary precautions on the estates the Commission, while admitting that a great deal of preventable disease and a certain amount of loss of life was more or less attributable to the absence of latrine accommodation on the estates of the Colony, were of opinion that, in view of the ingrained customs of the people,

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the difficulties presented by caste prejudices, and the great numbers of labourers as compared with the small number of those in authority over them, it was not practicable to enforce any legislative measures of reform. They thought, however, that the attention of estate proprietors and superintendents should be earnestly called to the importance of the subject, and in this recommendation we cordially agree.

123. In the course of their observations on these questions the Commission make the following remark :—

“ We find that it is a common practice for labourers coming to the estates to bring with them aged or infirm relatives, whose presence they desire, and whom it is their custom to support. Any action which might put a stop to this practice would either keep a certain number of would-be immigrants from coming to Ceylon, or would inflict a very real hardship on many unoffending persons. Incidentally a blow would be struck at the family system, which has been shown in this Report to be the foundation upon which the solidity of all our labour forces depends.”

Fraser, 4582.  
McCallum,  
11,697.

It is clear that this practice must tend to increase the death-rates on the estates beyond the normal figure.

124. We were informed that effective steps were now being taken to deal with the prevalent disease of ankylostomiasis, and also with the illicit sale of spirits, which is a serious cause of illness, and to which the Commission allude in their Report as a growing evil.

Provisions  
for education  
of children  
of the immi-  
grants.

125. In 1903 attention was called in the House of Commons to the want of educational provision for the children of estate labourers. Notwithstanding that special facilities were offered by the Code for the registration of schools, with grants on a very liberal scale, there were at the time only 43 estate schools in the island, attended by 1,765 children. The numbers had, however, risen at the end of 1906 to 90 State-aided schools, attended by 7,430 children, while 901 children were returned as attending schools not on the estates. There were also 164 estates on which schools of some kind existed, not qualified for Government grants.\* The question was examined by a Commission, which sat in 1905, and which recommended that there should be no rigorous system of compulsory attendance during fixed hours, but that it should be made the duty of planters to see that all children received some instruction so far as was reasonably possible, that they should submit quarterly returns giving detailed information regarding the arrangements made, and that ultimately Government should have the power of ordering the provision of instruction at the expense of estates on which, after clear warning, no sufficient provision had been made by the planters.

McCallum,  
11,689.

126. An Ordinance for this purpose was passed in 1907, and measures were being taken during the past year to bring it into effect.

Fraser,  
4504, *et seq.*

127. The evidence we received as to the condition of the immigrants generally was very satisfactory. We were told that about 40 per cent. remain in the island, and for the most part are quite content to reside on the estates as labourers with their families, and so continue sometimes for generations, being allowed land to keep any farm stock which they may buy from their savings. A small proportion, about 10 per cent., acquire small holdings, others settle down as small shopkeepers. The majority, however, of those who amass any considerable sum return to India.

McCallum,  
11,695,  
11,700.

128. It may be gathered from the foregoing statement that we regard Indian immigration to Ceylon as both natural and beneficial, and that we believe the authorities to be taking all proper care for the protection and welfare of the coolie labourer.

Immigration  
for purposes  
other than  
agricultural  
labour.

129. So far we have dealt only with the case of immigrants coming over as agricultural labourers. The immigrants coming annually from India for other purposes somewhat exceed these in number, being estimated at an average of 102,000 per annum during the last four years as against a yearly average of 98,000 agricultural immigrants.† In regard to these no special observations are called for.

130. Apart from the immigration of hired agricultural labour Ceylon offers also prospects for agricultural settlement from India in the near future. An extension of the existing railway to Manaar, a port in the immediate vicinity of the promontories and intermediate natural causeway which almost connect Ceylon with the mainland of India, has been approved, and is about to be constructed. When completed, it will greatly reduce the sea passage for the bulk of travellers

\* Annual Report for 1906, p. 39.

† See telegram from the Governor, April 7, 1909 (Appendix, p. 43).

between the Colony and the mainland. A great influx of immigrants is then expected, and in anticipation of this event arrangements are under discussion between the Government of the Colony, the Home Government, and the Government of Madras for the gradual settlement of vacant land in the northern part of the island, which will be rendered easy of access. It is estimated that an area of some 36,000 acres, sufficient for 12,000 families, will be immediately available, and it is proposed to offer this land to *bonâ fide* Indian settlers at a price of 15 rupees per acre, repayable in five yearly instalments in cash or in kind. The project is of great importance for the development of the Colony, and it is satisfactory that it should thus early have been taken in hand with a view to its being carried into execution on a thoroughly well-considered basis.

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McCallum,  
11,702 *et*  
*seq.*

## STRAITS SETTLEMENTS AND FEDERATED MALAY STATES.

STRAITS  
SETTLE-  
MENTS AND  
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MALAY  
STRAITS.Rapid  
increase in  
Indian immi-  
gration.  
Q. 3362.

131. All the information which we have obtained either by oral evidence or from publications is to the effect that the native population of the Malay Peninsula is not characterised by any aptitude for steady work, and that the conditions in which they live are not of a kind to compel them to it. By some observers the Malayan has been described as incorrigibly idle. But according to the account given by Sir W. Egerton, who has had long official experience in the Colony, he is not indisposed to considerable though desultory effort. It was stated that he will work very well indeed for two or three months in felling forest, and will then go home and spend his earnings, but that he would not work every day of the year cutting sugar canes and digging in the fields.

132. Consequently the sugar, coffee, and rubber plantations which have been started in the Straits Settlements and the adjoining Malay States are, in the main, dependent on imported labour, either from Southern India or Java. There is a large immigration also of Chinese, but these for the most part come either in transit to the Dutch or Siamese possessions or are employed in other avocations.

Anderson,  
999, 1037.Anderson,  
1000-1.

133. The immigration from India has increased with great rapidity during the last few years, mainly in consequence of the increase of rubber plantations.

134. The total number of adult immigrants from India in 1902 was 18,675, of whom 2,554 were brought over as labourers with free or assisted passages. In 1907 the total number of Indian immigrants was 58,582, of whom 30,208 came as agricultural labourers.

135. An increasing number of the immigrants elect to remain in the country in preference to returning home. In 1903 the departures for India numbered 16,868 adults, against 20,559 arrivals. In 1905 the number of adults leaving for India was 18,799, against 37,520 arrivals; in 1907 the departures were 29,631, as against 58,582 arrivals.\* We have, however, no statistics to show how many of those who left the Colony belonged to the class of labourers, and how many were persons who had come for other purposes. That the immigrants are on the whole prosperous is evidenced by the fact that sums amounting now to 400,000*l.* a year are remitted from the Straits Settlements and Federated Malay States to India. The great majority of the agricultural immigrants now come over as free labourers, engaging themselves for service with termination at one month's notice. This is said to be attributable, in part at least, to the fact that sugar plantations, for which a constant command of regular labour throughout the year is most essential, are being replaced by the cultivation of rubber. But Sir F. Swettenham, who has long and intimate knowledge of the Colony, expressed his opinion that the planters, as a body, had found the system of unindentured labour to be the

Swettenham,  
12,406.Anderson,  
1013.Anderson,  
1003.

Q. 12,405.

\* The following table gives the total numbers of Indians arriving in the Colony from India, and of those returning to India, *including children*, during the five years 1903 to 1907 :—

	Arrivals.	Return Emigrants.
1903 - - - - -	22,960	20,197
1904 - - - - -	28,249	21,260
1905 - - - - -	40,900	21,713
1906 - - - - -	52,306	23,499
1907 - - - - -	62,537	32,503
Total - - - - -	206,952	119,172

Net immigration of five years, 87,780.

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most convenient. The proportion of indentured to unindentured labourers arriving in the Colony in 1902 was 2,430 to 1,595; in 1907 it was 5,499 to 24,709.

136. Out of this total number of 30,208 immigrant labourers arrived in 1907, 1,675 only remained in the Straits Settlements. By far the larger number of these (1,421) were indentured, and only 254 were free labourers. Of the remaining 28,533, a few (153) free labourers went to Malacca, and 28,301 to the Federated Malay States, Perak, Negri Sembilan, Selangor, and Pahang.

137. The figures for 1908 are 5,456 indentured to 20,049 unindentured immigrants. Out of this total of 25,505, there remained in the Colony 1,790, of whom 1,198 were indentured; 599 free coolies went to Johore and 1,084 to Malacca. The number of immigrants who went on to the Federated Malay States is estimated at 22,000, of whom 4,240 were indentured. The very considerable decrease in the number of arrivals is attributed to a temporary drop in the price of rubber, which caused a check in the development of the estates.\*

138. The proportion of females to males in the case of indentured labourers is on an average about 17, in the case of free labourers about 15, per cent.

Recruiting  
arrange-  
ments.

139. The recruiting of the indentured labourers (termed Statute Immigrants) is now carried on by a Government Agency in Southern India, the coolies being shipped from Madras, and from a depôt established at Negapatam. Free coolies are recruited by kanganies from the various estates. An Emigration Agent was appointed in 1907 whose headquarters are fixed at Madras, and whose duty it is to exercise a systematic control over the recruiters. A committee was also appointed in the same year to advise the Government on questions connected with the introduction of labour from India and from elsewhere, and on their recommendation the following system has been introduced with the object of providing funds for the expenses of the system and of preventing reckless competition in recruiting. An assessment on the amount of work done by these coolies is levied on all employers of Tamil labour, and the proceeds go to a fund termed the Tamil Immigration Fund, from which are defrayed the general expenses of recruiting in Southern India, and of free passages from India of all Tamil coolies. A kangany recruiting for a particular estate can obtain free passages for the coolies he collects if he is provided with a licence issued by the Immigration Committee. The licence is signed by the employer, who guarantees certain wages, and undertakes that deductions from those wages on account of preliminary expenses shall not exceed a certain limit. If any employer is found making deductions in excess of that limit, free passages are no longer granted to coolies for his estate.

Provisions  
of Labour  
Ordinance.

140. The arrangements with regard to immigrant labourers, both indentured and unindentured, on their arrival in the Straits Settlements, are contained in an Ordinance (No. 6) of 1904. According to the provisions of this Ordinance all immigrants who arrive in the Colony under a promise to labour are bound to present themselves at the depôts established for their reception at the ports of Penang, Malacca, and Singapore. Their contracts are then signed in the presence of the Superintendent of Immigrants or his deputy, and during the period of their contract they are prohibited from absenting themselves from the estate on which they are employed for more than 24 hours (exclusive of Sundays and authorised holidays) without leave.

141. The indentures are for a period of 600 days of work. The form of contract is prescribed by the Ordinance, and provides that the labourer shall in no case be compelled to remain on the estate for more than three years, and that he may at any time redeem himself from the unexpired portion of his service by payment of two dollars for every thirty days of unperformed work. Wages are to be paid monthly on or before the fifteenth day of the month following that in which they were earned. The form of contract for service terminable at one month's notice is also prescribed by the Ordinance, but as a rule such agreements are merely verbal. A parol agreement is by law subject to one month's notice. In both forms of written contract the conditions of service are set out. Rations are to be provided according to a prescribed scale, and the labourer is prohibited by the Ordinance from selling or bartering them under pain of imprisonment. Any person buying such rations is also liable to fine or imprisonment. The labourer is not to be bound to work for more than six days in any week or 20 days in any calendar month, nor for more than six consecutive hours, or more than nine hours in any

\* Annual Report laid before Parliament [Cd. 4448-31], p. 23.

one day. For overtime he receives extra pay. When employed in factory work he may be required, in case of need, to work overtime for extra pay for a period not exceeding three hours. The minimum wages for adult male and female labourers and for children living with and dependent upon them are settled by notification of the Governor from time to time, failing which they are fixed by the Ordinance at 5 annas per working day for male adults, and 3 annas for adult females and boys between 15 and 18 years of age.\*

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142. On the expiration of his indenture a labourer may re-indenture himself by signing a contract before a magistrate, which must be confirmed by the Superintendent of Immigrants. Such re-indentures are, however, rare.

Anderson,  
1054.  
Swettenham,  
12,413.  
Hill, 13,237.

143. Absence from work without reasonable excuse during working hours is punishable by a fine not exceeding 50 cents (1s. 2d.), and by loss of wages for the day, which is also omitted from the record of work performed in fulfilment of contract. Absence from the labourer's place of employment for 24 hours, exclusive of any Sunday or authorised holiday, without leave or reasonable excuse, constitutes desertion, and renders an indentured labourer liable to arrest without warrant by his employer or any person acting on his behalf, who may take him back to his place of employment or to a police station. The offence is punishable on the first occasion by imprisonment with or without hard labour for a period not exceeding one month, on the second occasion for a period not exceeding two months, on any fresh offence for a period not exceeding three months.

144. The employer, on the other hand, is bound by the Ordinance to provide for the immigrant labourers in his service proper house accommodation with sufficient and wholesome water supply, proper sanitary arrangements, hospital accommodation and medical attendance, and is responsible for the expenses of any of his immigrant labourers who are received in Government hospitals, such responsibility being limited to 30 days in the case of immigrants serving under parole agreements. The arrangements made for the housing and medical care of the labourers are subject to periodical inspection by the Superintendent of Immigrants and his officers, and in the event of their being defective or of the death-rate among the immigrants on the estate exceeding 7 per cent. in one year or averaging more than 5 per cent. per annum during a period of three years, the Governor may prohibit the employment of immigrants on such estate until he is satisfied that effective measures have been taken to remedy the insanitary conditions.

145. The general death-rate in the Colony is admittedly high, though not excessive in comparison with that of the districts from which the immigrants are drawn. It appears to average 39 per thousand, but rose in 1908 to 43·06. The birth-rate for 1907 was 26·11 per thousand, for 1908 it was 28·7, so that without immigration the population would apparently decrease.

Vital statistics of the Colony and of the immigrants.

146. The following are the death-rates per thousand for the whole population of the Straits Settlements and for the "Statute," i.e., indentured, immigrants, taken respectively from the yearly Reports on the Colony laid before Parliament and from the Reports of the Immigration Department.

—	1904.	1905.	1906.	1907.	1908.
Total population - - -	39	40·53	37·82	39·07	43·06
Statute Immigrants - - -	31·8	115·6	44·9	54·3	36·4

147. This is not satisfactory, as, the majority of the immigrant labourers being in the prime of life, the death-rate among them should be constantly lower, not higher, than that of the general population. The high rate of mortality is no doubt in part due to the dampness of the climate in comparison with that of Southern India, partly to the fact that many of the indentured labourers arrive in a

\* The actual rates last year, fixed by Notification of the Governor, were 7 annas for adult males and 5 annas for women.

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low state of physical health, in part also to the difficulty which is experienced in inducing the Indians to observe sanitary rules and to make use of the latrines with which their settlements are in all cases provided.

148. It must be borne in mind that averages per thousand calculated on a population which ranges between 1,600 and 2,600, are necessarily liable to considerable fluctuations from accidental causes. These fluctuations are naturally even more noticeable in the averages of mortality on individual estates. The highest death-rate on any one estate has been as follows during the last four years :—

	1905.	1906.	1907.	1908.
	321	123	214	97

149. The return for 1908 shows a considerable improvement. When we examine the details we find that the high rate in 1907 was due to the fact that 21 deaths occurred on a small estate with an average indentured population of 98, while the highest death-rate in 1908 was on an estate where three deaths occurred among an average population of 31 coolies. We notice with satisfaction that no fresh labourers had been allotted to this estate since June 1907. On the other hand in another group of estates employing 1,174 coolies the death-rate had decreased to 29·8 per thousand, this diminution being attributed to improved water supply.

150. It is noticeable, however, that among the free coolies, of whom some 2,600 are employed in Province Wellesley, the death-rate in 1908 was as low as 21·5 per thousand, and that on the Penang Sugar Estates, employing 872 coolies, the rate was no more than 9·2 per thousand. The majority of these free labourers are no doubt men who have become acclimatised, but it is also probable that the low death-rate is due in part to the fact that they go to the more healthy and well-managed estates.

Anderson,  
1060 *et seq.*

151. The proportion of female Indian immigrants arriving in the Colony is insufficient. Those who do come over are said in many cases to be of low character, and their presence to be productive of more trouble than advantage. The evil is one for which it is not easy to suggest an effective remedy, except that all possible inducements should be offered to the immigrants to bring over their families.

Educational  
facilities.

152. The Annual Reports on the Colony laid before Parliament show that free tuition is provided in vernacular schools for Malays, 171 in number, and attended by some 11,300 pupils. Of the other schools under private management and receiving grants-in-aid, there are 29 in which English alone is taught, six in which English and Tamil are taught, and two in which instruction is given only in Tamil. From this it would appear that the provision made for education of the children of the Indian immigrants is, as yet, inadequate, and the matter would seem to require attention on the part of the Colonial Government.

Anderson,  
1076-83.  
Hill, 13,267.

153. There is no legislative enactment in this or other Colonies to impose a special limit on the numbers of hours during which children may be made to work. We have drawn attention to the subject in the general recommendations at the end of our Report.

Federated  
Malay  
States.

154. In the four Federated Malay States, to which, as we have seen, the majority of the immigrants, both indentured and free, proceed, the total Indian population is estimated at about 123,000, of whom 54,000, including children, are employed on estates. The Labour Ordinances which have been enacted in these States are identical *mutatis mutandis* with those of the Straits Settlements—and the supervision of the system is managed by the same Department, the head office of which is at Penang, the Chief Officer being Superintendent of Immigrants both in the Straits Settlements and the Federated Malay States.

155. The death-rates for the whole population of each State, computed from the returns given in the Annual Administrative Reports, are as follows :—

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Vital statistics.

State.	Population, 1908.	Deaths per 1,000.	
		1907.	1908.
Perak - - - - -	405,000	34	38
Selangor - - - - -	341,380	31	36
Negri Sembilan - - - - -	119,669	44	45
Pahang - - - - -	100,000	21	28

156. The total number of deaths among the Tamil population of all four States in 1908 is given as 7,760, which for an estimated population of 123,000, gives an average of 63 per thousand.

Death-rate of Tamil population.

157. The death-rates among the indentured immigrants are unfortunately still higher. According to the Report of the Immigration Department for 1908, the deaths for that year in an average population of 6,415 in all the four States were 511, giving an average of 79·6 per 1,000. In the State of Perak where the majority (4,983) of these indentured labourers were employed, the mortality was as high as 84·8 per 1,000. Among the free labourers in that State, numbering 7,384, the death-rate was lower, 48·9 per 1,000.

158. The Resident-General in his Report for 1908 observes :

Anderson, 1018.  
Hill, 13,227.  
Swettenham, 12,435.

“In the case of the Indians (Tamils) it would seem that, at all events in this country, they are more susceptible to disease than other classes of labour, and require more in the way of medical treatment and attention.”

When once acclimatised, however, it would seem that the Indian becomes fairly robust, though he is said to suffer from the quality of the spirits supplied to him, as is the case also in Ceylon.

158A. The following extracts from the very careful Report of the Superintendent of Immigrants seem worthy of notice :—

Hill, 13,229, 13,308.

“15. In considering the detailed figures of mortality among Statute Immigrants, which are given in Appendix E, it is instructive to notice the result of dividing the estates into two divisions, the first being composed of those with an average population of Statute Immigrants of over 200, and the second of those with less. The first division consists of eight estates, with a total average population of 3,845 and a death-rate of 7·33 (per cent.). The second division consists of 13 estates, with a total average population of 912 and a death-rate of 14·47 (per cent.).

“16. In the first division the death-rate has been very considerably increased by the ill-health on two estates, namely, Gedong and Kamuning. Without these two, the rate on the other six estates is 4·53 (per cent.) on an average population of 2,929.

“19. Of the 13 smaller estates, with a combined death-rate of 14·47 per cent., Chenderiang was far the worst. Out of 56 Statute Immigrants resident at the beginning of the year, 26 died. All the deaths except five occurred between March and July, and a considerable improvement was shown at the end of the year after arrangements had been made to provide the labourers with water from the Government pipe supply. I regret to have to record my opinion, however, that the immigrants on this estate were neglected, and that the high death-rate might have been to some extent avoided by better management.

“23. The death-rate among the 227 Statute Immigrants employed by the Public Works Department was 3·96 (per cent.) which may be considered satisfactory.

“24. The records of the past year would appear to show, first, that Statute Immigrants do not, as a rule, do well on small estates; and secondly, that estate hospitals are of little benefit unless they are under thoroughly competent supervision. On the other hand, there cannot be the smallest doubt that wherever the estate hospital is properly looked after by competent officers the effect on the health of the coolies is excellent.

“25. With reference to the employment of Statute Immigrants on small estates, the figures given in paragraph 15 speak for themselves. An estate which has appeared fairly healthy so long as free coolies only were employed, not infrequently shows itself to be exceedingly unhealthy after Statute Immigrants have been on the estate for a short time. This may, perhaps, be explained by the fact that free coolies naturally leave when they find that the place does not suit them. In such cases the estate becomes short of labour, and consequently applies for Statute Immigrants. I do not think there is any reason for objecting to the engagement of Statute Immigrants on old-established estates that have employed Statute Immigrants for years past, but in the majority of cases when an estate that has not previously employed this class of labour applies to do so, it is because of its unpopularity with free coolies. It is, I think, advisable that estates in Perak, and more especially small and newly-opened ones, should be encouraged to employ free labour rather than Statute Immigrants.

“31. The average Tamil population employed on estates in Selangor during the year was, according to the returns, 27,851, and the number of deaths 1,799, giving a death-rate of 6·45 per cent. The rate for 1907 was given in last year's annual report as 4·8 per cent., but the returns received in that and previous years were defective, and I do not think that there has been any actual increase in the death-rate.

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**MENTS AND**  
**FEDERATED**  
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**STATES.**

"32. In Negri Sembilan the average number of unindentured Tamil labourers on estates, according to the returns received, was 3,962, and the number of deaths 464, giving a death-rate of 11·71 per cent. as against 11·8 as given in the last year's report. Here again the returns for this year are considerably fuller than in previous years, and I am of opinion that there has actually been an improvement. The beneficial effects of the hospitals are clearly shown in the substantial reductions in the death-rates of Seremban (9·77 as against 12·4) and Terentang (13·9 as against 35·3). The remarks made in paragraphs 24 and 25 as to the effect of an unsatisfactory hospital on an estate would appear to apply to Ayer Angat Estate.

"33. It should be particularly noticed that an outbreak of illness on an estate generally, and very naturally, results in a large number of the healthy coolies deserting. This brings down the average population, and consequently sends up the death-rate, as the more weakly coolies are not so likely to have the energy to abscond. On Senawang Estate, for instance, there were 101 coolies at the beginning of the year and 87 deserters during the year, so that although there were 72 arrivals from India the 12 deaths gave a death-rate of 29·26 per cent. on the average population. The apparent death-rates of several other estates have been affected in the same manner.

"34. The number of Statute Immigrants employed by the Public Works Department in Selangor and Negri Sembilan respectively, is 684 and 288 respectively, with death-rates of 7·01 and 2·43 per cent. respectively, while the death-rate among the 66 who are employed by the Sanitary Board, Kuala Lumpur, as scavengers is 3·03 per cent."

159. In a memorandum by the Superintendent of Immigrants (printed in the Appendix, pp. 111-112) the causes of the high mortality among the indentured immigrants are examined, and it is pointed out that in many cases it is due to attacks of dysentery and diarrhoea, prevailing only for a short time. The inference is drawn that these are caused by a temporary pollution of the water supply. The Superintendent of Immigrants adds that the labourers are for the most part Indians of a class not accustomed to sanitary precautions, and several witnesses gave evidence as to the great difficulty of securing observance of regulations for this purpose.

**Prosperity**  
**of Indian**  
**immigrants.**

160. Of the material prosperity of the Indian labouring population in the Federated States satisfactory evidence is given by the deposits made by them in the Post Office Savings Banks. The number of depositors of this class has increased from 369 in 1907 to 606 in 1908, and the amount deposited from \$30,867 to \$56,137. The number of money orders issued by the Postal Department for payment in India was 34,873, the amount remitted being Rs. 2,264,230 (150,949*l.*), giving an average amount of 4*l.* 6*s.* 8*d.* for each order.\*

**Desertions.**

161. Notwithstanding the provisions of the law with regard to arrest of labourers absent without leave, which appear to us to incline to excessive stringency, desertions are very common among the indentured labourers, both the temptations and the facilities being very great. They have, however, decreased in frequency, the percentage in the Straits Settlements having fallen from 9·5 in 1907 to 6·78 in 1908, and in the Federated States from 15·46 in 1904 to 8·92 in 1907.

**Educational**  
**facilities.**

162. The provisions made for education of the children seem to be better than those existing in the Straits Settlement Colony, but can scarcely be regarded as adequate. There are 18 Tamil vernacular schools in the four States, 12 of which are Government schools; the other six receiving grants-in-aid. The number of scholars enrolled was 980, the average attendance 819. Of these schools 15 are in Perak, 1 in Selangor, 2 in Negri Sembilan, none apparently in Pahang, where, however, only a small number of Indians are employed. Many Tamil children are said also to attend the English schools which have been established in these States. Such schools as exist on the estates are said not to be satisfactory.

163. In these conditions the Indian immigration to the Straits Settlements and Federated Malay States continues to show a natural and rapid development, and we are assured that it excites no jealousy on the part of the Malay population. It is impossible, however, to study the statistics of the high death-rates prevailing on many estates without grave concern, and an earnest hope that it may be possible to remedy so serious an evil. From the latest accounts there seems to be a prospect of improvement, and the death rate, though still high, shows a material reduction. The reports of the Superintendent of Immigrants afford satisfactory evidence of the active intervention of his Department to ensure that sufficient provision shall be made by the owners and managers of estates for the prevention and treatment of the diseases to which the immigrants are subject; and these efforts are supported by the refusal of applications for further supplies of indentured labourers when the circumstances justify that course.†

\* These remittances are from all classes; there are no means of distinguishing those which come from the agricultural immigrants.

† See Despatch from the Governor, printed in Appendix, page 110.



164. The following suggestions, made by a witness who some years ago held the post of Protector of Labour, seem to us worthy of consideration as likely to contribute to the object in view :—

1. That the office of Superintendent of Indian Immigrants should be placed on a higher footing, somewhat similar to that which is given to it in Trinidad and British Guiana, and that the holder of the office should be selected for special knowledge of Indian habits and character.
2. That so long as the system of indentured immigration is maintained, care should be taken so to distribute the indentured immigrants that they may find themselves among companions coming from the same villages or districts.
3. That thoroughly effective measures should be taken, similar to those which are under consideration in Ceylon, to prevent the sale of adulterated or deleterious spirituous liquors.

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MENTS AND  
FEDERATED  
MALAY  
STATES.  
Hill,  
13,257,  
13,261,  
13,293 *et seq.*  
Hill,  
13,216-8.

165. The best method of dealing with the present unsatisfactory state of things can, however, only be decided by careful investigation on the spot. We have read with much satisfaction the despatch from the Governor of January 7th, 1910, which is printed in the Appendix, page 110, and to which, with its enclosures, we would call special attention. We learn from the latter that during the past three years, out of about 30 applications for permission to engage indentured labourers on estates where they had not previously been employed, only six were granted, and none of these during the past year; that during the same period of three years permission to engage indentured labourers was temporarily withheld from 10 estates where the conditions were unsatisfactory; that recruiting of indentured labourers from Madras has been discontinued, and that it has been decided that it shall not be resumed. Further, the Superintendent of Immigrants recommends that no estates not now employing indentured labour should in the future be allowed to take such labour; that in the case of all estates now employing it recruiting should be continued till the end of the present year only, and that no undertaking should be given that it will be permitted after that date. The Resident General expresses himself in favour of an even earlier discontinuance of recruiting, and the question of putting an end to the system is to be considered as soon as a report has been received from a gentleman who has been commissioned to enquire into it. That report is expected before June, and we may therefore express a confident hope that before long immigration to the Straits Settlements and Federated Malay States will, as in the case of Ceylon, be entirely unindentured.

166. The other points to which we wish to draw attention are the necessity of better provisions for education, and of encouraging the increased immigration of women of good character, the numbers of whom seem at present very insufficient.

#### EFFECT ON THE SUGAR-PRODUCING COLONIES OF THE EMANCIPATION OF THE SLAVES.

EFFECT OF  
NEGRO  
EMANCI-  
PATION ON  
THE SUGAR-  
PRODUCING  
COLONIES.

167. Before reviewing the conditions of Indian immigration in those Colonies where it was introduced to supply the deficiency of labour resulting from the emancipation of the slaves, it will be instructive to quote the Reports of two Select Committees of the House of Commons appointed, respectively, in 1842 and 1848 to inquire into the condition of the sugar industry.

168. The first of these was moved for by the Secretary of State for the Colonies, Lord Stanley (afterwards Earl of Derby), on the 22nd March, 1842. In his speech introducing the resolution Lord Stanley stated that very gratifying reports had been received from the West Indian Colonies as to the effect of the emancipation on the negro population, but that the owners of sugar estates were suffering severely from the exorbitant wages demanded by the emancipated labourers. A Select Committee of fifteen Members was appointed to inquire into the state of the different West Indian Colonies in reference to the existing relations between employers and labourers, the rate of wages, the supply of labour, the system and expense of cultivation, and the general state of their rural and agricultural economy.

169. This Committee, of which Lord Stanley was Chairman, and which numbered among its members Mr. Pakington (afterwards Lord Hampton), Mr. Vernon Smith

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(afterwards Lord Lyveden), and Mr. (afterwards Sir J.) Emerson Tennent, collected a large mass of evidence, and on July 26, 1842, adopted the following Report.\*

1. That the great act of emancipating the slaves in the West Indian Colonies has been productive, as regards the character and condition of the negro population, of the most favourable and gratifying results.
2. That the improvement in the character of the negro in every colony into the state of which this Committee has had time to extend inquiry is proved by abundant testimony of an increased and increasing desire for religious and general instruction, a growing disposition to take upon themselves the obligations of marriage and to fulfil the duties of domestic life; improved morals; rapid advance of civilisation, and increased sense of the value of property and independent station.
3. That, unhappily, there has occurred, simultaneously with this amendment in the condition of the negroes, a very great diminution in the staple productions of the West Indies, to such an extent as to have caused serious and, in some cases, ruinous injury to the proprietors of estates in those colonies.
4. That while this distress has been felt to a much less extent in some of the smaller and more populous islands, it has been so great in the larger colonies of Jamaica, British Guiana, and Trinidad, as to have caused many estates hitherto prosperous and productive to be cultivated for the last two or three years at considerable loss, and others to be abandoned.
5. That the principal causes of this diminished production and consequent distress are the great difficulty which has been experienced by the planters in obtaining steady and continuous labour and the high rate of remuneration which they give for the broken and indifferent work which they are able to procure.
6. That the diminished supply of labour is caused partly by the fact that some of the former slaves have betaken themselves to other occupations more profitable than field-labour; but the more general cause is that the labourers are enabled to live in comfort and to acquire wealth without, for the most part, labouring on the estates of the planters for more than three or four days in a week, and from five to seven hours in a day; so that they have no sufficient stimulus to perform an adequate amount of work.
7. That this state of things arises partly from the high wages which the insufficiency of the supply of labour, and their competition with each other, naturally compel the planters to pay; but is principally to be attributed to the easy terms upon which the use of land has been obtainable by negroes.
8. That many of the former slaves have been enabled to purchase land, and the labourers generally are allowed to occupy provision grounds, subject to no rent, or to a very low one; and in these fertile countries the land they thus hold as owners or occupiers not only yields them an ample supply of food, but in many cases a considerable overplus in money, altogether independent of, and in addition to, the high money wages which they receive.
9. That the cheapness of land has thus been the main cause of the difficulties which have been experienced; and that this cheapness is the natural result of the excess of fertile land beyond the wants of the existing population.
10. That in considering the anxious question of what practical remedies are best calculated to check the increasing depreciation of West Indian property, it therefore appears that much might be effected by judicious arrangements on the part of the planters themselves for their own general advantage, and by moderate and prudent changes in the system which they have hitherto adopted.
11. That one obvious and most desirable mode of endeavouring to compensate for this diminished supply of labour is to promote the immigration of a fresh labouring population to such an extent as to create competition for employment.
12. That for the better attainment of that object, as well as to secure the full rights and comforts of the immigrants as freemen, it is desirable that such immigration should be conducted under the authority, inspection, and control of responsible public officers.
13. That it is also a serious question, whether it is not required by a due regard for the just rights and interests of the West Indian proprietors, and the ultimate welfare of the negroes themselves, more especially in consideration of the large addition to the labouring population which it is hoped may soon be effected by immigration, that the laws which regulate the relations between employers and labourers in the different colonies, should undergo early and careful revision by their respective legislatures.

170. The second Committee was moved for by Lord George Bentinck on the 3rd February 1848, with the object of inquiring into the effects of the Act of August 1846, by which the duties on foreign and colonial sugar were equalised, and sugar produced by slave labour in Cuba and Brazil was admitted into the United Kingdom on equal terms with that grown and manufactured by free labour in the British Colonies. In the course of his speech on the subject Lord George Bentinck stated that the losses which had ensued had entailed the failure of 26 firms in London, 16 in Liverpool, and 6 elsewhere, with aggregate liabilities of 6,300,000*l.*

171. Among the members of this Committee under the chairmanship of Lord George Bentinck were Mr. Labouchere (the President of the Board of Trade, and afterwards Lord Taunton), Mr. Goulburn (afterwards Chancellor of the Exchequer), Mr. Milner Gibson (afterwards President of the Board of Trade), Mr. (afterwards Viscount) Cardwell, Lord George Manners, Sir John Pakington (Lord Hampton),

\* The Report with the Evidence, forming a volume of 850 pages, was printed by order of the House of Commons, 25th July, 1842 (No. 479).

the Hon. Charles Villiers, and Sir E. Buxton. The Committee published eight volumes of evidence, the last of which was prefaced by the following Report:—

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The Select Committee appointed to inquire into the present condition and prospects of the interests connected with, and dependent on, sugar and coffee planting in Her Majesty's East and West Indian Possessions and the Mauritius, and to consider whether any and what measures can be adopted by Parliament for their relief, and who were empowered to report the minutes of evidence taken before them, from time to time, to the House; and also their opinion thereupon; have agreed to the following Report:—

Your Committee have taken into consideration the subjects referred to them, and have agreed to the following resolutions:—

Resolved, that it is the opinion of this Committee,—

1. That great distress undoubtedly prevails amongst all who are interested in the production of sugar in the British Colonies.

2. That this distress has partially existed for several years; and though it has been much more severely experienced within the last twelve months, it cannot be exclusively attributed to causes of only recent operation.

3. That slave emancipation was carried into effect without sufficient provision having been made for providing many of the Colonies with an adequate command of free labour, and the rate of wages therein has consequently been very high, and the cost of production unduly enhanced.

4. That the late fall in the price of sugar has led to a considerable diminution in the wages of labour in many of the British tropical colonies, which has been submitted to, except on the part of the Creoles of British Guiana, who, it may be hoped, will speedily follow the example already set them by the African and Portuguese immigrants of that Colony. And with respect to Jamaica, there is an absence of official reports as to any present reduction of wages, and the evidence is limited to partial success on particular estates.

5. That the British Possessions have capabilities for the supply of sugar far exceeding the probable consumption of the United Kingdom, and that their ultimate prosperity must therefore depend upon the means of successful competition with foreign producers rather than upon any permanent protection of their produce in the British market.

6. That the change made in the sugar duties by the Act of 1846, without any accompanying remedy for the difficulties of production by free labour in the British Colonies, has precipitated the ruin of these possessions by aggravating the pressure under which they laboured from the foregoing causes.

7. That many estates in the British Colonies have been already abandoned, that many more are now in course of abandonment, and that from this cause a very serious diminution is to be apprehended in the total amount of production. That the first effect of this diminution will be an increase in the price of sugar, and the ultimate effect a greater extension to the growth of sugar in slave countries, and a greater impetus to slavery and the slave trade.

8. That if such diminution of production takes place, the richer estates remaining in cultivation will have the several advantages of a larger command of labour, of lower wages, of a lessened entire cost of production, and, if such exists, of a higher price. That a share of the advantages of a higher price in this market by the foreign producer is a consequence inseparable from the policy of reduced protection established by the changes in the Sugar Duties by the Acts of 1844, 1845, and 1846.

9. That the greatest necessity exists for an immediate application of relief.

10. That from the evidence taken by the Committee, it appears clear that the present mode of levying the duties on sugar imposes a great practical disadvantage upon many of the producers in the British Colonies.

11. That whereas considerable time must elapse before any measures proposed for securing an ample supply of labour, or laws to be enacted against vagrancy and squatting, can be carried into effect, and the success of those measures will depend mainly upon the co-operation and assistance of the resident planters and agents, and the state of distress to which the planters are now reduced is such as to preclude the possibility of any outlay on their parts for the reception, still more for the payment or maintenance, however short the contracts, of any immigrants placed by the government within their reach; and whereas they are unable at present to bear any portion of the expense of enforcing laws for the suppression of vagrancy, and the removal of persons from lands of which they may have illegally taken possession, but on the contrary, they have in many instances, in order to prevent further loss, already determined upon abandoning their own properties. To meet these difficulties, your Committee recommend a differential duty of 10s. in favour of sugar the produce of British Possessions, for a period of six years; being of opinion that this temporary encouragement would have the effect of preventing the immediate and otherwise inevitable abandonment of the majority of the estates, and secure time for bringing into operation the intended measures of relief.

12. That your Committee are of opinion that in any system of Immigration which may be adopted, great care must be taken by Her Majesty's Government to prevent any renewal of African slave dealing.

29th May, 1848.

#### MAURITIUS.

172. In regard to Indian immigration, Mauritius, separated from Calcutta by a sea passage of some 16 to 18 days, occupies an intermediate position as to distance between Ceylon and the Straits Settlements on the one hand, and the more remote colonies, Fiji, the West Indies, and British Guiana on the other. Like the latter it obtains its agricultural labourers under a five years' indenture, but it does not give, as they do, any promise of a free or assisted return

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passage. The Government, however, expends a sum of between Rs. 17,000 and Rs. 20,000 in granting free or assisted passages to destitute immigrants and their families who desire to return to India. Mauritius differs from the other colonies in two important respects. In the first place, the Indian immigrants who have remained in the colony and their descendants have increased to such an extent as to form a majority (about 72 per cent.) of the total population. Secondly, the European element of the population is mainly of French, not of British, extraction, the non-Indian portion of the inhabitants being in great number descendants of the original French planters and of their admixture with the African races introduced during the prevalence of slavery. The statistics with which we have been supplied show for 1907 an estimated population of 376,635, of whom 263,983 were of Indian origin. Of the remaining 112,652, Sir C. Bruce computes that not more than 5,000 are now of pure European descent, and he adds that since 1830, when the white population was approximately 8,500, including a considerable number of English residents, the English element has almost disappeared, and that apart from the military and shipping it can scarcely number more than 200, the greater part of the posts in the Civil Service and the management of the large estates being now held by natives of the colony. (See Sir C. Bruce's remarks on the Debate in the House of Lords, Appendix 15 (f), p. 106). The popular language of the island is a corrupt form of French. While in French possession, and since it was finally acquired by Great Britain at the close of the Continental wars, the island has been dependent for its prosperity on the production of sugar. Until 1834 the labour force consisted entirely of slaves, Malagassy and African; in that year they were all liberated, to the number of some 69,000 in all, of whom about 13,000 were classed as farm labourers. The freed slaves refused to devote themselves to estate labour, and the sugar planters resorted to the importation of labour from India to extricate them from their difficulties. Immigration on a considerable scale was first commenced in 1834. It was prohibited in 1837 in consequence of the agitation against it in the House of Commons, but was again sanctioned under regulations and restrictions in 1842; in 1844 it was again suspended, but was resumed in 1849. In 1874, owing to complaints of the hardships and injustice suffered by the Indian immigrants, a Commission of Enquiry was instituted by the Home Government, which after a lengthy investigation issued a report of 4,165 paragraphs occupying 592 pages of folio print.\* The general result of the enquiry was to show the existence of serious abuses affecting both the indentured and time-expired immigrants, and an absence of proper legislative and administrative measures for their protection. The Commissioners made various proposals for the purpose of remedying these evils, and after full discussion a new Labour Ordinance was enacted in 1878 introducing a large number of reforms, since which time the system has been generally satisfactory in its operation. In 1894 Mr. Muir Mackenzie, an officer of the Indian Government, visited the island on his return from an enquiry into the condition of the Indian immigrants in the neighbouring French colony of Réunion, and furnished an elaborate report in which he testified to the general contentment of the Indian population and the satisfactory character, as a whole, of the administrative arrangements for their welfare and protection. He made, however, various criticisms and suggestions on points of detail, and these have formed the subject of discussion between the Home Government and the Governments of India and of the Colony, and have resulted in measures of reform, the most recent of which are now being put into execution.

Trotter,  
11,184-6.

Present  
system of  
immigration.

173. The system under which the importation of indentured labour is conducted is in most respects similar to that which obtains in the West Indian Colonies and Fiji. The proprietors of estates who require labourers send in their requisitions to the Protector of Immigrants by a certain date. The Protector has power†, subject to the control of the Governor, to refuse to forward any requisition if he sees reasonable grounds for so doing, but is bound in such case to communicate the grounds of refusal to the requisitioner and to the Governor. It is also the duty of the Protector‡ to report in January of each year to the Governor cases in which the employer on any estate has during the past two years been convicted more than four times of offences against the Labour Law in the treatment of his servants, and in such cases the Governor has power, among other penalties, to order that for a specified period all

\* It was laid before Parliament in 1875 (C. 1115). There is an additional volume of equal size containing appendices.

† Sec. 40 of Law of 1878.

‡ Sec. 284.

requisitions on account of the estate shall be withheld. We were, however, informed by the Protector of Immigrants that he had never in any case felt justified in exercising the power of withholding a requisition\* as no cases of persistent illegal ill-treatment had come to his notice, and the mismanagement which existed on some estates consisted rather in an undue recourse to legal penalties when milder methods would have been more successful. The total demand for immigrants is forwarded to the Emigration Agent of the colony in India, and the recruiting is conducted by him in the manner described in a previous section of our Report. On the arrival of a ship-load of immigrants at Port Louis they are received in the government dépôt and after examination of their physical condition are distributed to the various estates which have applied for them. Members of the same family and neighbours from the same village may not be separated from each other. This provision is in practice extended to keeping together as far as possible those who have made friendships on the passage from India. The cost of the introduction of the coolie, averaging about 150 rupees (10*l.*), is recovered from the employer. If the coolie on examination is found not to be a fully able-bodied adult a reduction is made in the payment claimed. The coolies come over from India sufficiently provided as regards clothing, and on arrival at the estate they are supplied with cooking utensils and housed in lines of dwellings, the dimensions, arrangements, and drainage of which are all regulated by law and subject to inspection by the Protector of Immigrants and his officers. Any estate employing 20 indentured labourers is bound by law to provide a hospital for them and to employ a properly qualified medical man to attend to it.

Trotter,  
11,070-1.  
Trotter,  
11,069.  
Ebbels, 219.  
Trotter,  
11,073.

174. The law provides that no indentured immigrant shall receive a less wage than four rupees per month. The scale for new immigrants is fixed by regulation and has recently been raised from five to six rupees per month, rising by annual increments of half a rupee to eight rupees in the fifth year. In addition, the labourer is provided with rations, a minimum scale of which is fixed by law, throughout the whole term of employment (in which respect the practice differs from that of other colonies except Fiji). During the first three months the rations are issued daily; during the rest of the term they are to be delivered in advance once a week. Wages must be paid monthly, not later than three weeks after they have been earned.

175. On the expiration of his first term of employment, the labourer may contract for a second term not exceeding five years. A considerable proportion of coolies do re-engage themselves in this manner, though ordinarily for terms of one or two years only, receiving a bonus in money from the employer. The wages usually vary between four and nine rupees per month with a bounty varying between five and ten rupees for each year of engagement. Such contracts must not be entered into during the currency of the previous indenture, and any contracts for periods exceeding a month must be made in writing before the Protector of Immigrants or a stipendiary magistrate.

Souchon, 19.

Trotter,  
11,105 *et*  
*seq.*

176. There is no restriction on the indentured labourer's freedom of movement outside of working hours, but up to the present date a labourer absenting himself from work without lawful excuse has been liable to what is termed the "double cut," a deduction of two days' wages for each day of absence, or an extension of his period of contract for the period lost by absence, as the employer might choose. This penalty of the "double cut" does not exist in any other colony, and was adversely commented on in Mr. Muir Mackenzie's report. The Government of India did not go further than insisting that this condition of service should be clearly explained to intending emigrants before their departure from India. But after prolonged discussion, in which the abandonment of the penalty was urged by successive Secretaries of State, an Ordinance has at last been passed, and was to come into operation at the beginning of this year, by which the penalty is abolished, and illegal absence will subject the labourer to loss of wages and rations for each day of absence and for the Sunday of the week, with prolongation of the contract for the period of absence. By the same Ordinance, a labourer unlawfully absent from work for 10 or more days in a month is to be deemed an habitual idler, and will be liable to a fine of five rupees or imprisonment for a period not exceeding one month, with extension of the contract for the period lost. Unlawful absence from work for more than three days, exclusive of Sundays and public holidays, in addition to absconding from dwelling-place without justifiable excuse, constitutes desertion, and is punishable by imprisonment for a period not exceeding three months, and by extension of the contract of service for the period lost by the desertion and imprisonment.

Souchon,  
22, 118.

Trotter,  
11,114;  
13,319.

\* See Mr. Trotter's evidence, 11,204-11,211; 11,275-11,280.

§ Sec. 53.

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177. Such being the main features of the system, we have to enquire what benefits the colony has reaped from it in the past and is likely to derive from it in future.

Advantage  
to the  
Colony.

178. On the first of these questions we apprehend that there can be little doubt, and that a consideration of the facts will show conclusively that Mauritius owes to the importation of Indian labour her escape from impending financial ruin and in subsequent years whatever measure of prosperity she has enjoyed notwithstanding repeated visitations of cyclones, droughts, and epidemics, and the depreciation of the commodity on which her commerce is mainly dependent. In proof of this conclusion, we would call attention to the following statistics:—From 1815 to 1830 the annual export of sugar rose from 1,207 to 32,750 tons; in 1834 it had risen to 34,301. The liberation of the slaves took place in 1834, and immigration from India was commenced, 24,335 coolies being introduced between 1834 and 1839. The export of sugar dropped to 31,279 tons in 1835, and to 30,535 tons in 1836, after which it again gradually increased to 38,074 tons in 1841. The immigration from India was suspended between 1839 and 1842, and the years 1842 and 1843 show a greatly diminished export. In 1842 immigration recommenced, and from 1844 we notice a rapid increase in the exports of sugar, which rose in 1846 and 1849 to over 64,000 tons. In 1855 the export rose still further to 127,324 tons, and between that year and 1890, with the exception of certain lean seasons, it generally ranged between 110,000 and 130,000 tons per annum. Since 1890 the increase has continued, and in 1906 the export was about 170,000 tons. It may be said, therefore, that during the period of 65 years since the first considerable introduction of Indian indentured labour, the production of the staple export of the colony has increased nearly fivefold. The acreage of land under sugar cultivation increased from 58,000 acres in 1836-45 to 122,000 in 1856-65 and now stands at 133,238, showing that the larger production is due in part to improved methods of cultivation and manufacture. Let us now turn to the statistics of population. At the census of 1830 the island contained 97,000 inhabitants, of whom 87,400 were returned as Africans, 69,400 being slaves and 18,000 free. In 1846 the total population was estimated at 158,000, the non-Indian population being given as 102,000, the Indian population as 52,000. Between 1834 and 1890 the number of Indian immigrants introduced into Mauritius is estimated at 431,441, while the number of departures was 150,134, leaving a balance of 281,407 who had settled or died in the island. In 1901 the total population was found to be 373,300, of which the Indians numbered 261,000 against 112,300 non-Indians. Of these latter, 5,000 were of pure European descent, 103,400 Creoles of mixed origin, 3,500 Chinese, and 400 Africans. Of the Indian population, 62,000, rather more than 25 per cent., were actual immigrants, the remaining three-quarters having been born on the island, and more than one-third of the whole number (95,000) were employed on the sugar plantations. From 1901 to 1907 the resident population has remained almost stationary, increasing only by 3,300, of which the Indian population counts for 2,000, the non-Indian for 1,300. But the arrivals from India in the years 1902 to 1907 inclusive number 7,070, against 3,296 departures, leaving a balance of 3,764, so that but for immigration the Indian population would appear to have actually diminished during this period by predominance of deaths over births. The Indian population on the estates has, on the other hand, increased from 95,000 to 99,946, showing that the decrease has been in those otherwise employed. These figures are, in our opinion, conclusive proof that there is no foundation for the allegation sometimes made that the Indian immigrants have pushed out the Creole population; firstly, because the Creole population has not, as a matter of fact, diminished, though it has increased very slowly and for considerable periods remained almost stationary; secondly, because it seems clear that without fresh arrivals the Indian population would itself have remained stationary or diminished. The population of pure European descent has no doubt decreased, but this may reasonably be attributed to the fact that the island has, according to all accounts, become increasingly unhealthy of late years; that there is little to attract fresh British or French settlers, and that those already in the island must be frequently disposed to contract alliances with the coloured population. There remains the fact that while the population during the last 70 years has increased nearly fourfold, its exports have risen in a somewhat higher proportion.

178A. The values of the total imports and exports for the years 1907 and 1908, as given in the Annual Report for the latter year, are, in round numbers: for 1907, imports, 2,080,000*l.*; exports, 3,090,000*l.*; for 1908, imports, 2,015,000*l.*; exports,

2,400,000*l.*; giving an average of 5*l.* 4*s.* imports and 7*l.* 2*s.* 6*d.* exports per head of the resident population. PART II.

MAURITIUS.

179. The island has suffered from a series of calamities which have done much to check progress. It has been visited by appalling cyclones,\* by recurrent droughts, and by severe epidemics. It is alleged that some of these latter have been the result of diseases introduced by the immigrants themselves. But there seems little doubt that the general unhealthiness of Mauritius, which has become noticeable of late years, is mainly attributable to neglect of the sanitary precautions which were demanded by the rapid increase of population, particularly in the towns. Another calamity was the occurrence of a disease called "surra," which caused great mortality among animals of transport; and throughout later years the colony has suffered seriously from the depreciation in the market value of sugar.

Stanmore,  
10,798 *et seq.*

180. In further elucidation of the advantages which have been derived from Indian immigration, it will be interesting to draw a comparison between the course of events in Mauritius and the corresponding stages of population and industry in the neighbouring French colony of Réunion. That island is somewhat larger in extent than Mauritius, having an area of 721,314 acres, or 1,127 square miles. Like Mauritius, it is mainly dependent on the production of sugar, though a certain return is obtained from the cultivation of vanilla. In 1848, at the time of the emancipation of the slaves, the population numbered 103,491. As soon as the slaves were freed, the difficulty of obtaining an adequate supply of labour for the sugar plantations was at once felt. In the words of the British Consul, "the freed slave or his son would not work on the soil, being deeply imbued with the idea that it is only a slave who will handle a pick or a shovel." Endeavours were made to procure labourers from India, amongst other places, the emigration being conducted through the French Indian possessions, and in 1856 the number of Indians resident in the island had risen to 37,694. In 1860 a convention between France and Great Britain was signed, by which Indian immigration was for the first time legalised and brought under control. A considerable proportion of the emigrants availed themselves of their right to a return passage at the end of their five years' indenture, but the number of British Indians in the island rose to 53,000 in 1866, from which time it slowly decreased to about 41,000 in 1882. In 1883, owing to numerous complaints of the ill-treatment of the coolies by the planters, recruitment in India was prohibited, and has not since been permitted. The total population had in the meanwhile risen from 167,000 in 1858 to 209,737 in 1868, after which there was a rapid decrease to 185,174 in 1872 and 170,734 in 1882. In 1892 there had been a slight increase to 171,731; in 1900 a further increase to 173,912. In 1906 there was again a decrease to 173,200. The census taken in 1907 showed an increase to 177,677.† But Consul Maxse remarks:—

Comparison  
with  
Réunion.

"This increase is mainly, if not entirely, due to the immigration of Chinese, Arabs (so-called), and natives of Madagascar and the Comoro Islands. The native-born population, according to medical opinion, is on the decrease."

181. These fluctuations are clearly due in the main to causes other than the influx of the Indian immigrant. It cannot be argued that the Creole population is diminishing on account of the competition of the Indian. In some degree its diminution may be due to the habit of absenteeism among the proprietors, which is mentioned in the British Consul's Report for 1892 as having grown up in consequence of the improved means of communication with Europe. But in the main it must be the result of sanitary conditions. In his report for 1901 Consul Maxse observes:—

"Up to some 30 or 40 years ago contagious or malignant diseases were practically unknown in Réunion, but little by little, whether imported by immigrants, as some maintain, or whether by want of proper sanitation in towns and villages, as others say, this idyllic state of affairs ceased, and now the littoral of the colony is the seat of a bad form of low fever, besides malaria, beri-beri, leprosy, and other tropical diseases."

182. While the general population of Réunion has thus diminished in a far greater ratio than the non-Asiatic population of Mauritius, notwithstanding the absence of

\* The great cyclone of 1892 killed 1,260 people, wounded 4,000, rendered 50,000 homeless, and overthrew many churches and public buildings. On the sugar estates it destroyed many mills and reduced a promising crop by one half. An account of this and other misfortunes is given by Sir C. Bruce in a lecture printed in the *Scottish Geographical Magazine* for February 1908.

† Similarly in Mauritius the non-Indian population increased from 102,827 in 1851 to 117,416 in 1861, and then fell to 99,784 in 1871. It then increased to 114,668 in 1891, fell to 111,937 in 1901, and rose to 118,046 in 1905.

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any preponderating amount of Indian labourers; there has been on the other hand no sign of continued industrial development or prosperity similar to that which has attended the growth of the Indian population in the British colony.

183. The average annual export of sugar in the ten years 1851-1860 is estimated at 44,000 metric tons. In 1860 the highest known output of 68,000 tons (exports about 57,000 tons) is recorded. In the years 1861-1870 the average exports rose to 47,000. Since that date the average has varied between 32,000 and 40,000 tons, and exports of sugar sank in 1905 to 18,793 tons; only in one year, 1903, did they rise as high as 48,928 tons. In fact the sugar industry may be said to have remained stationary.

184. The returns of total imports and exports tell the same tale, those for 1905 and 1906 showing a somewhat discouraging decrease. The total imports and exports of Réunion in 1907 are estimated at Rs. 8,700,000 and Rs. 8,300,000 respectively, while those of Mauritius, the smaller island, were Rs. 31,000,000 and Rs. 46,350,000.

185. The French colony requires yearly grants in aid from the central government to provide for the expenses of administration. Throughout the annual trade reports of the British Consuls attention is drawn to the urgent need of some solution of the labour question, and to the apparent impossibility of obtaining the necessary supply from the Creole population. To quote from Mr. Maxse's report for the years 1899 and 1900:—

"The great and increasing want in this colony is a regular supply of labour. All planters I have spoken with tell me that the native Creole does not make a dependable labourer. He is not fond of hard work, and has no desire to better his position. His wants are but few, and all locally supplied. A small plot of land of his own and a small hut on it represent about the limit of the average native's ambition, and this modest desire can be gratified with but a day or two's work a week. The natural richness and extraordinary productiveness of the soil of this colony, its good climate, and the lack of competition all tend to render the life of the free native an easy one, and do not tend to develop the qualities of hard work, thrift and energy for which the French peasantry are so remarkable. Since the cessation of labour immigration from British India, attempts have been made to import labourers from Portuguese East Africa, Madagascar, the Comoro Islands, China, Tonkin, and Java, but so far without much success. For the future of this colony it is earnestly to be hoped that some solution of the labour question may be arrived at in the future."

186. These facts point irresistibly to the conclusion that while both islands have suffered during the last 50 years from natural and economic causes, the rapid introduction and increase of the Indian population in the British colony has done important service towards its relief by the development of its staple industry and a consequent increase of its resources.

Character  
of Indian  
population  
of Mauritius.

187. We have only to add in regard to this side of the question that according to universal testimony the Indian immigrants when justly treated are a singularly quiet, law-abiding and easily managed class, and that neither they nor their descendants born in the island have up to the present occasioned any political trouble. It is recorded to their credit that at the time of the crisis produced by the great cyclone of 1892 the indentured labourers not only accepted uncomplainingly the discontinuance of the gratuities of extra rice given for good and regular work, but that those who had entered into fresh contracts after the expiry of their first indenture, agreed voluntarily to a reduction of wages below the terms stipulated in the current contracts.

Advantages  
enjoyed by  
the Indian  
immigrant.

188. We have now to consider the advantages which Mauritius offers to the Indian immigrant. On this point the testimony is generally favourable:

189. The conclusions arrived at by Mr. Muir Mackenzie during his visit of investigation in 1894 are thus stated in his Report to the Government of India:—

"From what has been recorded above, it will be gathered that, despite the existence of defects, such as would probably present themselves in any system of administration which might be subjected to special critical inquiry, the Indian coolie in Mauritius enjoys a very substantial degree of prosperity. This is demonstrated by the numerical development of the Indian population, and the amount of their accumulations in cash and land. It has also been shown that notwithstanding some disadvantage in political status and representation, the Indian enjoys, on the whole, equal justice and undisturbed freedom after the completion of his first indenture. The above conclusions, supported by such evidence as I could collect in the course of my inquiry, are fully confirmed by the impressions made upon me by what I saw and heard. The general appearance of the coolies was most satisfactory. In the fields the gangs showed cheerfulness and activity, and the men, allowing for the occasional effects of fever, appeared, if not of large and robust physique, yet hale and vigorous. The children and wives, as seen mostly in the camps, seemed generally well nourished, well clothed, and, for their class, clean. On the roads, especially on Sundays and holidays, Indians are to be seen in large numbers, as also in the busy little railway stations and trains, clad in bright colours, the women well supplied with ornaments. Numerous carts and mules are also met, driven by their Indian proprietors, who carry on a thriving trade in carrying and hawking. The Indians also testify to their happiness by their independent, while civil;



demeanour, and their cheerful and ready answers when addressed. On the whole, I feel no doubt that, considering the class from which they are derived, the immigrants settled in Mauritius, and much more their offspring, have made a decided advance in civilisation and material comfort."

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190. Similarly the present Governor, in a paper which he was good enough to draw up for the use of the Committee before his departure from England, states that during the consideration of the new Ordinance for the amendment of the Labour Law he found but little evidence that the conditions of the Indian immigrant's service, whether under indenture or as a free labourer, were prejudicial to his interests. "I believe," he adds, "that in no place in His Majesty's dominions are these conditions of greater advantage to the person employed."

191. We will proceed to examine the various facts which tend to support or to qualify this generally favourable view.

192. First among these we will take the question of the condition of the colony as regards health. The death-rate is subject to great fluctuations on account of recurrent epidemics of malaria and influenza, but is undoubtedly high, rising in unfavourable years to as much as 40 per thousand for the general population, and never falling (during recent years at least) below 30. On the other hand it may be said that while the death-rate among the Indian population has at times somewhat exceeded, at others been somewhat less than, that of the whole population, the general death-rate among the Indians on the estates has invariably been from 3 to 10 per thousand less. This is no doubt due to the fact not only that a large proportion of them are adults in the prime of life, but that the sanitary regulations to which they are subjected ensure a more healthy condition. It is further to be observed that the general death-rate of the colony does not compare unfavourably with that of the districts of India from which the immigrants are drawn. The death-rate of the Province of Bengal, for instance, in 1905 is given as 38·53, that of the United Provinces as 44, per 1,000. We were informed that the tendency of the Indian population is to diminish somewhat in size, but that they do not lose in vigour.

Health  
Statistics.

Ebbels, 403.  
Trotter,  
11,248-51.

193. The colony has, however, certainly deteriorated from the condition in which, as stated by Mr. Muir Mackenzie, it was formerly looked upon as a health resort from India, and we can only trust that the measures which are now being taken at the suggestion of Major Ross may do something towards substantial improvement in this respect.

194. As regards the material prosperity of the Indian population as a whole the statistics obtainable are as follows:—In 1900 Sir C. Bruce, the then Governor, stated that the value of the real property acquired by the Indians since 1864 was estimated at Rs. 24,159,945 (1,610,663*l.*) and that they held deposits in the Savings Banks to the amount of Rs. 1,363,708 (90,914*l.*).† Since then there has apparently been some diminution owing to the various calamities that have afflicted the island. In 1905 the total value of landed property in the possession of the Indian population was estimated at Rs. 18,000,000 (1,200,000*l.*). It is now given as Rs. 19,274,205 (1,284,947*l.*). The total amount standing to the credit of the Indian population in the Savings Banks in 1907 was Rs. 1,187,915 (79,195*l.*).

Condition of  
Indian  
community.

195. The sums remitted to India yearly have recently decreased. In both 1905 and 1906 about Rs. 98,000 (6,500*l.*) were sent in about 2,800 postal orders. In 1907 and 1908 the remittances dropped to 1,840 and 1,360, and the amounts were Rs. 100,309 (6,700*l.*) and Rs. 69,662 (4,600) respectively.

196. Small as is the wage of the indentured labourer, he is apparently able to save from it sufficient to acquire goats and other live stock which he is allowed to keep on the estate on which he is employed. From this he progresses to the acquisition of land, of which there is always a certain amount in the market. The acquisition of small plots of land both by Indians and Creoles has been facilitated of late years by a system which has been adopted on many estates, of parcelling out the remoter portions among small cultivators, who are allowed to pay the purchase money in instalments as the price of the canes which they bring to the factory.

Souchon,  
14, 15, 120.

Trotter,  
11,232.

Souchon,  
135.

Ebbels, 309.

197. So far as regards the condition of the Indian community in general. As to the treatment of the indentured immigrant we may again permit ourselves to quote the observations of Mr. Muir Mackenzie in 1894. He says:—

Condition of  
indentured  
immigrants.

"I saw a good many gangs in the field, and was struck by the orderly and cheerful aspect of the labourers, who when spoken to had rarely, if ever, any complaint to make. There were no manifestations of discontent as in Réunion. \* \* \*"

\* See Appendix, p. 97.

† Report on Mauritius and Rodrigues, 1900.

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"Out of a working population of 52,250, only 5,500, or a little over 10 per cent., are 'new' immigrants, who, with rare exceptions, are the only labourers engaged for long terms. Thus of the engagements entered into before the stipendiary magistrates, that is all engagements entered into in Mauritius, as distinguished from India, over 95 per cent. are for periods of one year and under. This shows that the old immigrant, or Indo-Mauritian coolie, is perfectly capable of taking care of himself. He engages for short terms, where he finds the remuneration and other conditions that suit him. Thus a healthy estate will have its labourers on substantially lower wages than one that is unhealthy. Doubtless also many other things tell, such as kind and just management, liberality in the matter of leave and the like."

198. Further on in his report he states :—

"But, although the old immigrant and Indo-Mauritian is in a fairly independent position, the new immigrant, who is engaged in India for five years, is very much at the mercy of his employer, for good treatment from whom he has to rely entirely upon the special laws and agency devised for his protection. It is satisfactory to be able to record that the new immigrants appear to be no less well treated than the other coolies, and show no disposition to complain. On the other hand, they are frequently unprofitable to their employer for a long time after their importation owing to their want of skill, weak health during acclimatisation, and unsteady habits.

"They no doubt find the discipline severe, but there is nothing to show that it is unwholesome or oppressive. On the contrary the prosperity and self-reliance of the old immigrants and the Indians born in the island show that its general effects are good."

Souchon, 45.  
Ebbels, 225,  
248.  
Trotter,  
11,269.

199. The evidence of the witnesses who came before us was to the same purport. But it was stated both by the Protector of Immigrants and by a gentleman who had for two years held the office of stipendiary magistrate in the colony that there were some few estates where a less satisfactory condition of things existed, and where the indentured labourer suffered hardship, not in the way of illegal treatment, but from an unnecessary and excessive recourse to the penal provisions of the labour law in cases which could have been dealt with much more effectively by milder methods. The latter of these two witnesses also recorded his experience that the Indian labourer suffered when he appeared in court, whether as a defendant or as a complainant of ill-treatment, from inability to state his case or obtain evidence. Mr. Bateson,\* the witness in question, complained that it was difficult for him to elicit the truth without cross-questioning the opposing witnesses in the interest of the Indian labourer, and assuming too great an attitude of advocacy. The position of the magistrate in such cases may no doubt at times become difficult and even invidious. But in conditions such as Mr. Bateson described, where one party is without the means of effectively stating his case, it seems to us to be the duty of the magistrate himself to take whatever course may be necessary for eliciting the truth. We gathered that Mr. Bateson took that view of his duties, and the Protector of Immigrants seemed to think that other magistrates would as a rule follow the same course. The occurrence of such cases cannot be altogether avoided, but it seemed to us very necessary that the stipendiary magistrates chosen to deal with offences under the Labour Ordinance should be gentlemen acquainted with the habits and disposition of the Indian immigrants and possessing, if possible, some knowledge of their languages.

Trotter,  
12,339.

200. As regards complaints by the labourers against their employers or overseers we can easily understand that, even in cases of real ill-treatment, there may be difficulty in obtaining corroborative evidence. The only remedy lies in constant vigilance on the part of the Protector and his officers. We noticed that in both Mauritius and other colonies the witnesses whom we examined all seemed to think that it was to the Protector's office rather than to any magistrate that the aggrieved Indian would naturally apply for redress. It is the business of the Protector to conduct personally, or by his inspectors, an investigation on the spot, and to direct a prosecution before the magistrate. The present Protector† stated to us that he receives on an average two or three complaints every day, making an average of some 900 a year from a body of some 50,000 indentured servants. It would seem, therefore, that there can be no great difficulty in preferring such complaints. The number of complaints in which prosecutions against employers were instituted in 1904 was 37, of which 24 were for non-payment of wages; and eight for assault. There were only 10 convictions, nine of which were for non-payment of wages; none of the cases of assault were proved. In 1905 there were nine prosecutions, all of them for non-payment of wages; insufficient rations, or detention of papers; of these four resulted in convictions. In 1906 there were only six prosecutions and one conviction. In 1907 there were nine convictions, all for non-payment of wages. We see no reason to question the statement of the Protector in his report that cases of assault are

Souchon, 46.  
Ebbels, 240.

Trotter,  
11,143-6,  
11,287.

Trotter,  
11,143,  
12,350.  
Souchon, 45.  
Ebbels, 225.

\* Bateson, 11,453.

† Trotter, 11,287.

rare, and that the majority of the complaints are made on frivolous grounds, nor do we doubt the soundness of his inference that the paucity of cases in which prosecution has been resorted to against employers testifies to satisfactory relations in general between the labourers and the estates. But it is admitted by him that in cases of ill-treatment the sufferer would have great difficulty in producing evidence in support of his complaint, on account of the reluctance of witnesses to come forward.\*

201. The number of prosecutions and convictions for offences under the Labour Law is a more perplexing subject. It is satisfactory to notice at all events that they are steadily diminishing and that the percentage is considerably less than in some other colonies. Mr. Muir Mackenzie called attention in his report to the high proportion of convictions (4,101) as compared with the total number of indentured labourers employed (52,247), giving an average of 7·8 per cent., and contrasted it with the condition of things in Assam, 1,349 convictions to 122,209 adult male labourers. In 1904 the number of convictions had fallen to 1,916, in 1905 it rose again to 2,610, principally, it is stated, on account of complaints against new immigrants, in 1906 the number was 1,795, and in 1907 it decreased further to 1,492, which may be taken as an average of a little more than 3 per cent.

202. It is possible that the amendments of the Labour Law about to be put in force may produce a further improvement. But the matter is one which should have the constant attention of the Protector of Immigrants and his officers. We were informed by the witnesses that the principal trouble lies with some few estates only † and it appears to us that persistence in a faulty system of management notwithstanding repeated remonstrances may properly be classed among the reasonable grounds for rejecting a requisition for fresh indentured immigrants, and that the Protector takes too narrow and formal a view of his powers and duties in arguing that in order to justify such rejection he must bring proof of persistent illegal ill-treatment. We think, also, that the power given to the Protector by the Labour Ordinance (Section 62) to transfer indentured immigrants from an estate where they are not receiving proper treatment should be unhesitatingly exercised in cases where ill-usage is proved.

Trotter,  
11,204,  
12,390,  
*et seq.*

Trotter,  
11,293.

203. The fact, however, that in 1906 25,865, and in 1907 as many as 30,831, contracts of re-engagement were signed before the magistrates may be considered as affording some evidence that, on the whole, the labourer under contract is well contented with his treatment. It must, of course, be borne in mind that for the labourer who, on the expiration of his contract, has not saved sufficient money either to earn an independent living or to take his passage back to India the offer of an immediate bonus on renewal of contract must have considerable attractions. But it would scarcely be sufficient to induce him to bind himself to thoroughly distasteful conditions when it is open to him to work as a free labourer.

204. The present economic condition of the Colony makes it desirable to act with great caution in regard to any material change in the law relating to agricultural labour, but we think it is a matter for serious consideration whether, after the expiration of the first five years' indenture, any further contracts entered into by Indian immigrants should not, as in British Guiana, be made under the same legal conditions as those which apply to other classes of the population.‡ As a first step, renewed indentures might be, at all events, limited to a term not exceeding twelve months.

205. Educational opportunities for the children of immigrants are not wanting, but might be more used.

Educational  
facilities.

206. Primary education in the Colony is free, and there were in 1907, 67 Government schools, 67 Roman Catholic, 20 Church of England, 2 Presbyterian—156 in all, with an annual average of 19,212 pupils on the roll, and an average attendance of 12,189. But in the Annual Report of the Colony for 1908 it is stated that only 7,000 of these are children of Indian parents, although the number of Indian children of school age is between 50,000 and 60,000. It would, no doubt, be desirable, as suggested by Sir F. Swettenham, that schools should be started on the estates, but the present time of financial pressure is scarcely suitable for instituting such a reform.

Q. 12,448.

\* Trotter, 12,346, 12,348.

† Trotter, 11,209; Bateson, 11,416.

‡ See Mr. Bateson's evidence, 11,442 *et seq.*

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207. The age at which minors can enter into contract to labour is raised by the new ordinance from 10 years to 13 with the consent of the parent or guardian, and from 15 to 16 years without such consent. It is hoped that this legislation may tend to increase school attendance.

208. Mr. Muir Mackenzie drew attention in his report to two points, improvements in which have since been made. The registration of marriages which are regarded among the Indians themselves as binding has been facilitated and promoted, and the Vagrancy Law, which, even after the reforms instituted on the recommendations of the Commission of 1874, still pressed with undue harshness on the Indian population, has been amended in several important respects by an Ordinance passed in 1907. The number of immigrants annually convicted as vagrants, which in 1891 and 1892 was over 500, now varies between 130 and 200. The immigrant imprisoned for vagrancy is, on release from prison, sent to the Protector of Immigrants, who endeavours to find employment for him, and if he is unfit for work has the power of directing that he shall be maintained at the public expense or of sending him back to India.

Trotter,  
11,136.

209. We were told by some of the witnesses who had experience of recruiting in India that a prejudice existed against Mauritius, as compared with other colonies. The Protector of Immigrants attributes this entirely to the comparatively low rate of money wages which is offered by the colony. The fact that rations are provided gratis makes, in his opinion, little or no impression on the intending emigrant. Traditions of the past, when the immigrant certainly suffered from harsh treatment, may also have some influence in this respect, and the effect of the annual arrival in India of a certain number of necessitous persons, returned at the expense of the colony, can scarcely make a favourable impression. But the fact that there are resident on the estates in the island some 1,200 Indians who have come over at their own expense affords evidence that the colony is not universally unpopular.

210. As we have already stated, there is no assurance of a free or assisted passage back to India for the immigrant who has served his term of contract, but in practice any immigrant who applies to the Protector for such a passage and shows that he is in necessitous circumstances and has no means of paying for a passage himself is granted a free passage. Under this arrangement some 300 or 400 Indians leave Mauritius annually at the Government expense. The cost of a passage on some of the steamers is, moreover, very small, not exceeding 30 rupees (2*l.*). Of immigrants leaving at their own expense there are annually about 150 to 200. The total amount of savings carried away by those who pay their own passages can only be ascertained when they make use of the vessels chartered by the Government. The sum taken by 26 persons thus leaving in 1907, according to their declarations, was Rs. 15,383 (1,026*l.*) In 1908, 55 persons took away only Rs. 9,302 (620*l.*).

As to con-  
tinuance of  
indentured  
immigration

211. So far we have dealt only with the results of past immigration. As regards its continuance in the future other considerations must be taken into account.

The island is no more than 705 square miles in extent (about the size of the county of Surrey). The estimated civil population in 1907 was 376,635, giving a density of nearly 559 to the square mile. In the opinion of the Protector of Immigrants\* there is a sufficient Indian population to supply all the necessary labour if they were disposed to work, and a condition of things seems to be approaching in which the pressure of existence will compel them to do so. The average demand for fresh immigrants during the last few years has not exceeded 600 per annum. In 1908 and 1909 there were no applications from the estates. The Protector of Immigrants anticipates that in the next two or three years small bodies of men to the amount of 500 at a time may be required, but that then the demand will cease altogether. The present Governor of the Colony, in the paper already alluded to, expresses a similar opinion. He states that—

“Though the planter regards, and I think not unreasonably, the maintenance of the system as a safeguard against his being left in the midst of his crop operations without the necessary number of hands to continue his work, as the years go by the annual demand for new labourers has steadily decreased, and the necessity for recruiting on any large scale no longer exists.”

212. It must further be borne in mind that as the Indian population increases, and the amount of land still undeveloped diminishes by the steady growth of peasant proprietorship, the openings for the immigrants whose term of indenture has expired

\* Trotter, 11,318, 11,387.

will constantly diminish, with the result that the free labour market would become overstocked.

213. A still more serious consideration is the general growth of poverty in the island, which can only be enhanced by additions to the labouring class. On this subject the following extract from the Annual Report for 1908 [Cd. 4448-33] seems to us conclusive :—

Poverty is increasing in Mauritius. There has been a steady increase for years past, but the financial crisis through which the island has passed has produced an unusually large increase in poverty and crime. There is another notable feature. Hitherto pauperism has been mainly limited to the Creole population, whose thriftless habits have rendered them without resource at times of unemployment. But during 1908 there was a marked increase of pauperism in the Indian population.

The following table, giving the proportion relieved per thousand of each section of the population, is instructive :—

Year.	General Population.	Indian Population.	Year.	General Population.	Indian Population.
1899 - - - -	26·4	4·4	1904 - - - -	29·6	5·1
1900 - - - -	24·6	4·1	1905 - - - -	28·3	6·2
1901 - - - -	28·4	4·6	1906 - - - -	24·6	5·9
1902 - - - -	25·7	4·5	1907 - - - -	26·2	6·2
1903 - - - -	26·4	5·7	1908 - - - -	35·2	8·9

The caste feelings of the Indians are so strong that they are reluctant to go to hospital when ill, and they are, as a body, so frugal and thrifty that nothing but genuine and poignant distress can reduce them to the condition of paupers. This is proved by the death-rate—for the death-rate in 1907 amongst the Indian population was 34·6 per mille, and in 1908 the death-rate amongst the Indian population rose to 41·7 per mille.

These figures, taken in connection with the figures given for poor law relief, indicate clearly enough the social and economic conditions produced by financial stringency.

Should these figures increase the Government will be in presence of serious social and economic problems, for not the least of the evils of poor law relief is the tendency to sap the self-reliance of the recipients. Hitherto the Indians, exclusive of the professional beggars—a quasi-religious profession—have always been self-reliant and self-helpful.

The total number of paupers of every description maintained and relieved by the Poor Law Department throughout the Colony in 1908 amounted to 88,995 against 70,066 in 1907, a very alarming increase in figures that were sufficiently serious.

For it must be remembered that apart from the official Poor Law Department there are numerous private and religious charities working in the island. Amongst these may be mentioned the Society of St. Vincent de Paul, the Society de St. Marthe, the Société de Bienfaisance, the Sisterhood of Bon Secours, besides numerous minor societies organised by charitable ladies. The Mahomedan community distribute food to the poor of all religions at the Mosque every Friday. Private donations are also common, and, indeed, there is probably no country in the world where public and private charity is proportionally so profuse as in Mauritius. Unfortunately, it is needed. Unfortunately, too, it is most needed when public and private finances are least able to meet the calls on them. But the conclusion is inevitable; with so much poverty and unemployment the island must be overpopulated.

214. In the circumstances thus set forth we are unable to recommend a continuation of the system of importing labour.

#### BRITISH GUIANA.

BRITISH  
GUIANA.  
Description  
of Colony  
and past  
history of the  
immigration  
movement.

215. This Colony, though included in the West Indies, has from its position on the mainland of South America very different characteristics from those of the neighbouring West Indian Islands. The following description is taken from the report of the Royal Commission of 1897 (Subsidiary Report by Sir D. Morris, p. 83, pars. 15, 16).

"It is at once the largest and most valuable of the West Indian colonies, and its capabilities of development are practically unlimited.

"The surface of British Guiana may be described as a gentle slope from the frontier of Brazil down to the coast. The mountainous parts are at the back, while the coast lands are low and swampy, and are continually being extended by mud brought down by the rivers. What was the old coast line of Guiana is marked by a line of sand-hills about 20 to 30 miles inland. The rich heavy soils of the coast were first drained by the Dutch, who, with characteristic energy, converted what was once a mangrove swamp into a rich and fertile country. This land has since been maintained in cultivation by the English by an elaborate and costly system of canals and pumping engines. Immediately behind the mud flats are swamps of oozy peat called 'pegass' with here and there elevated spots along the river banks supporting a forest vegetation. Then come the long stretches of white sand reefs rising to a hundred feet or more. Further back is the primeval forest region, with outcrops of primary and metamorphic rocks forming in the river beds formidable barriers which impede the navigation. Above the rapids the vast extent of forest and savannah lands are practically untraversed except by a few Indians, or here and there by scattered parties of gold-seekers. Along the remote Brazilian frontier are long ranges of picturesque and fantastic mountains, for the most part covered with grass and scrub. More than three-fourths of the Colony are covered with forest. The climate of British

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Guiana is tropical, but on the whole, pleasant and healthy. The temperature is equable, and ranges from 76° to 86° Fahr. The climate in the interior is said to be cool and agreeable, especially on the open savannahs. On the coast the sea breezes are constant and refreshing. The rainfall is usually very heavy; in some years it may be as much as 130 inches, and in others as low as 70 inches. Vegetation seldom suffers from prolonged drought. Unlike the West India Islands, no hurricanes are experienced and floods are seldom injurious to life and property."

216. The total area is 109,000 square miles, and the population some 300,000, of whom 133,000 are of East Indian origin. It resembles some of the islands in the fact that its prosperity depends at present very largely on sugar production, which is responsible for 73 per cent. of the total exports. It has been indeed from very early times one of the chief seats of the industry. In 1829 the sugar exports amounted to 46,000 tons. There were also in that year 174 coffee and cotton estates, which produced nine millions of pounds of coffee and one and a half millions of pounds of cotton.

217. Upon the total emancipation of the slaves in 1838 the negroes, as in other colonies where ample land for squatting was available, refused to work on the estates except in a most irregular manner and at a prohibitive rate of wages. The coffee and cotton estates disappeared altogether, and a number of the sugar estates were also abandoned.

218. The result is thus described in a report drawn up by the United States Consul in Demerara about the year 1890 for the information of his Government :—

"The decade between 1840 and 1850 witnessed the downfall of the old proprietary body. Plantations were abandoned on every hand, while almost all that remained in cultivation fell into the hands of English capitalists, who, holding mortgages, kept them in order in hopes of better times. The few industrious coloured men, who had gleaned a rich harvest in the competition for their services, now bought a fair number of the plantations, which they divided among themselves, and which form the villages now to be found along the coast alternating with the sugar estates. This, of course, tended more and more to reduce the amount of labour at command, so that estates became almost valueless."\*

219. In these circumstances it was obvious that only by a large scheme of immigration could the industry be saved from extinction. It was first attempted to meet the want by the introduction of negroes from the other West Indian colonies, and various other sources of supply were also drawn upon. Between 1835 and 1893, besides East Indians and Chinese the following numbers of immigrants were introduced partly by private enterprise and partly by State-paid bounty† :—

Negroes	{	From West India Islands	-	-	-	40,656
		„ Africa	-	-	-	13,355
Portuguese and	{	From Madeira	-	-	-	30,666
		„ Cape Verd	-	-	-	819
Spanish	{	„ Azores	-	-	-	164

But all efforts to provide from these sources a steady and reliable labour force for the estates have proved unavailing.

220. Immigration from India began in 1838, in which year 400 coolies arrived. It was then suspended for a time pending the discussions in Parliament, but in 1844 the regulations made for the treatment of immigrant labourers were approved by the Government of India, and between that year and 1848 some 12,000 East Indians were introduced. Great mortality broke out, the ranks of the immigrants being literally decimated in the process of acclimatization, and immigration was for a time stopped, partly on this account and partly as the result of a conflict waging between the colonists and the Colonial Office on financial questions, including those connected with the supply of labour. In 1851 immigration was re-opened, and has continued without a break up to the present time. The number of coolies introduced has averaged some 3,500 yearly, and the number of departures some 1,500. During the last five years, the number introduced has averaged only 2,200, but as the right to an assisted return passage does not take effect till after ten years' residence in the Colony, there has as yet been no sensible diminution in the average number of departures.

221. As an illustration of the results achieved by this importation of labour, it may be mentioned that the yearly output of sugar now exceeds 100,000 tons, and counts for about 1,200,000*l.* in the total value of about 1,800,000*l.* of annual

\* Report of Consul Carrol to the U.S. Government, quoted in Surgeon-Major Comins's Report on Indian Emigration of British Guiana, p. 6.

† Despatch from Sir J. A. Swettenham to Secretary of State, dated July 14th, 1903 (Appendix, p. 26).

exports. The Indians have, moreover, within the last sixteen years created a new industry, that of growing rice, so that the Colony, which used to import this article of food mainly for their consumption, has now not only become self-supporting in this respect, but has begun to export some 7,000,000 lbs. annually, valued at about 60,000*l.* The goldfields, which are mainly worked by African creole labour, produce exports to the amount of about 230,000*l.* per annum.

222. The Indian immigrants first arriving in the Colony were under no obligation beyond the statutory hiring of one month, and it was found so necessary for their own sake as well as for that of their employers that they should be under control for a longer period that the system of indenture was resorted to. The term of contract was at first limited to six months, but in 1848 three years' indentures were introduced, the immigrant being entitled to repatriation after five years.\* In 1854 the term of residence was extended to 10 years, the period of original indenture being still for three years, but the coolie being bound to re-indenture under an employer of his own choosing for two years more. In 1862 the term of first indenture was fixed at five years and in the following year any number of subsequent five years' indentures were made legal. In 1870 Mr. Des Voeux, who had recently been in the service of the Colony as a stipendiary magistrate, addressed a letter to the Colonial Office alleging the existence of grave abuses in the immigration law of the Colony and its administration, and a Commission was appointed to inquire into the truth of the allegations. The Commission found that the more serious of these charges were not substantiated, but they pointed out various defects in the existing system. In particular they called attention to the Act of 1863, already alluded to, by which, after the expiry of the first indenture of five years, any number of further indentures for five years certain were made legal. On this subject they remark (par. 249 of their Report):—

Past history  
of labour  
law.  
Lubbock,  
2484.

"The effect of later legislation has been to keep the immigrant population as a whole out of the labour market. It is true that no man is bound to indenture a second time, but care has been taken so to arrange the incidence of the system as to supply him with a very strong inducement to re-indenture. For this purpose the supervising duties of the Immigration Agent have been postponed to the offering of greater facilities for re-indenture. A harsh system of law has been kept up, not so much for use as that condonation for offences under it should be bartered against re-indenture.

"The position of a free immigrant disposed to remain in the Colony has not received consideration, and the bounty, always a questionable means of inducement when employed to persuade those in a dependant position to refrain from claiming their independence, has been kept at a high rate in order that the inducement might be sufficient.

"An indenture, as it seems to us, is justifiable, however contrary to English ideas, to insure payment by the immigrant for services rendered, that is for his passage out, which payment, it seems, can be insured in no other way. It may be also defended on the ground of his helplessness on arrival in a new country; for if a man must necessarily be dependent on others for the preservation of his health, there is no harm in recognising the fact by law.

"It would seem that immigration, as far as the coolies are concerned, has failed to fulfil its purpose, if after being acclimatised, after learning their work and paying for their passage out, they must still be brought under indenture after indenture and not encouraged to take their station in the country as free labourers."

223. The Commissioners pointed out that of 25,000 immigrants who had served their five years 17,000 had re-indentured, and called attention to the large number of charges made against the labourers under the Immigration Law. These amounted in the preceding five years to 31,900, of which 16,222 ended in conviction and most of the remainder in withdrawal on payment of the cost of the summons. Among the recommendations of the Commissioners were the limitation of terms of re-indenture to one year, the dieting of newly-arrived immigrants, provision for judicial estimate of wages in case of dispute, and the payment by the State of the Immigration and Medical Staff. A new Immigration Ordinance was drafted by Sir George Young, one of the Commissioners, and was afterwards passed with amendments as No. 7 of 1873. By Ordinance No. 4 of 1876, the provisions relating to the duration of the term of indenture were amended. The original period was made subject to extensions equivalent to the duration of the immigrant's absences from his estate on account of imprisonment, desertion, and ordinary absence from work, and a register to record these absences was provided for. One important step recommended by the

\* Report of Commissioners of Inquiry into the Treatment of Immigrants in British Guiana, 1871 [C. 393]. It contains a very interesting account of the endeavours made to supply the dearth of labour by Portuguese, Chinese, and Indian immigration, of the necessity that was experienced for the establishment of a period of indenture, for the protection both of the planter and the immigrant, and of the various stages in the development of the system.

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Commission was taken about this time, namely, the grant to the Immigration Agent-General of a seat on the Court of Policy. Ordinance No. 9 of 1886 provided for the appointment of District Medical Officers and established a Government Medical Service.

Provisions of  
the existing  
law.  
Bruce, 443  
*et seq.*

224. Ordinance No. 25 of 1891 was prepared by Sir Charles Bruce when Governor of the Colony, but was not brought into force until 1894, in order that advantage might be taken of the suggestions made by Dr. Comins, the Protector of Emigrants at Calcutta, who had been sent by the Government of India to report on the treatment of immigrants in the West Indian Colonies. It consolidated and re-arranged the existing law and introduced several changes, such as the abolition of the "livret" (in which the tasks performed by labourers were written up), the system being found to be unworkable and oppressive; the subdivision of immigrants on arrival into able-bodied and non-able-bodied, and the allotment to domestic service of such immigrants as are suited to the work. It is still the principal Immigration Ordinance of the Colony, but it has been considerably modified by subsequent legislation: for instance, in 1894 the term of indenture of female immigrants for purposes of labour was altered from five to three years. It is not necessary to follow these successive changes in detail, but it may be noted that immigrants introduced subsequently to 1893 are bound to pay a contribution to the cost of their return passage of one-fourth in the case of males and one-sixth in the case of females, and that these proportions have been raised to one-half and one-third respectively in the case of persons who entered the Colony after 1897.

225. Re-indentures under the Immigration Law ceased in 1875,\* in consequence of the largely increased fees made payable to the Immigration Fund on each contract. By the Ordinance of 1891 (section 117) it is enacted that the hiring, whether verbal or in writing, of any immigrant who had served his term of indenture should be subject only to the ordinary law of the Colony with regard to such service.

Present con-  
ditions of  
indentured  
labour.—  
The obliga-  
tions of the  
employer.

226. The main provisions of the law as it now stands are as follows:—

The employer is bound to provide a suitable dwelling-house and properly to drain the surrounding land, and elaborate regulations are laid down for the construction of estate hospitals on all plantations where coolies are employed, and for their medical attendance. Rations have to be supplied to new immigrants for the first three months of their term of indenture and a deduction of 8 cents (4*d.*) per head is made on this account from the wages of adult immigrants—children, however, receive their rations free. The employer is bound to provide regular work for all days except Sundays and authorised holidays and to pay wages regularly every week. If work is not available on working days wages have still to be paid. The minimum daily wage for time work is 24 cents (one shilling) for a working day of seven hours, but work is generally by the task. The rate of wages for task work is to be not less than that given to unindentured labourers and cannot be less than 24 cents for a task, and the task must be such as can be performed by the immigrant in seven hours without extraordinary exertion. In cases of dispute the exact amount of the task is settled by the Agent-General and his officers. The labourer has a right to have the rate of wages determined by a magistrate and all stoppages from wages due for work done are illegal. The immigrant after a fortnight's steady work during which he has earned one and a half dollars each week has a claim to one day and one night's leave and can accumulate his leave up to a maximum of seven days. He can also go with a pass, or, if refused a pass, without one, to the magistrate or the Immigration Department at any time to make complaint against his employer or manager. Penalties are provided in the law to enforce these rights of the immigrant against his employer.

Obligations  
of the immi-  
grant.

On the other hand the indentured immigrant is bound to reside on the plantation, not to absent himself therefrom without leave, and to perform in full the task appointed for him. As the provisions of the law enforcing these obligations have attracted some attention they are here set forth in some detail, as found in the Ordinance of 1891. They have not since been altered. Under section 118 an indentured immigrant is bound to reside on the plantation, and under section 119, if he absents himself from the plantation (a) during work time (b) in such manner or for such a time as to constitute a breach of the obligation of residence, he is liable to a fine of 10 dollars. Under section 127, an immigrant suspected of being absent

\* See Dr. Comins's Report, p. 30.



without leave may be stopped without warrant by a police constable and required to show his certificate of exemption from labour, or a pass signed by the employer. If he is unable to produce either of these documents he may be taken into custody and carried either to the Immigration Agent or to the police station. If he is absent without leave from the plantation for seven days, he is, under section 122, taken to be a deserter and is liable to a fine of 24 dollars, and to imprisonment for a term not exceeding two months. Further, under section 109, absence from work or refusal to begin or finish work is punishable with a fine of 10 dollars, or imprisonment for a term not exceeding one month. Imprisonment may be either with or without hard labour at the discretion of the magistrate (section 220). Finally, under section 187, in ascertaining the time of expiry of the indenture, all periods of time are excluded during which the immigrant has been absent from work owing to desertion (if he has been subsequently convicted) and owing to imprisonment on conviction for any offence.

227. The following are the present arrangements as regards the expenses of the system of indentured immigration:—

The cost of immigration.

The salaries and office expenses of the Immigration Department, including the salary of the Emigration Agent in India and amounting to about 6,800*l.* a year, are paid from the general revenue of the Colony, and medical attendance on the estates is provided by the Government Medical Service at the public cost. The estates, however, maintain their own hospitals and pay the charges of indentured immigrants who are treated in the Government hospitals. The other expenses connected with immigration, including all expenses of recruitment in India (except the Agent's salary), and all expenses connected with the introduction and repatriation of immigrants, are defrayed from the Immigration Fund, which is fed by the indenture fees paid on the allotment of immigrants, and by an acreage tax on all sugar estates. This tax is now at the rate of one-and-a-half dollars per acre on land under cane cultivation, and of 2 cents per acre on empoldered land included in the area of estates, but not under cane cultivation.\* In 1907-8 the expense of introducing 1,766 statute adults was \$138,243, and of back passages \$65,843, making a total charge on the Immigration Fund of \$204,086. To meet this expenditure there were received in indenture fees \$99,360, from the acreage tax \$113,186, and from miscellaneous sources \$922, making total receipts of \$213,468. Thus the Fund was increased during the year by a sum of \$9,382, which, added to the balances of former years, give a total balance to its credit of \$56,706 (11,800*l.*).†

228. Dr. Comins, who, as we have stated, visited the West Indies in 1891 for the purpose of reporting upon the condition of the Indian immigrants, writes as follows concerning this Colony, "British Guiana, in consequence of the long-continued efforts of legislators and planters, has brought its system for the beneficial control of indentured labour to a higher pitch of perfection than any other Colony," and we have heard from gentlemen who have experience of recruiting in India‡ that, among such persons in the recruiting districts as are able to discriminate, British Guiana is a popular colony. That this reputation is well deserved is the unanimous testimony of the independent witnesses—Sir Charles Bruce, Sir Rubert Boyce, Rev. John Lindsay, and Mr. Alleyne Ireland, who have observed the system actually at work. These gentlemen speak in high terms of the kindness and consideration with which the labourers on estates are, as a general rule, treated by their employers.

Actual condition of the labourers on estates.  
Bruce, 445-6.  
Morison, 2831.  
Campbell, 3019.  
Hodgson, 3539, 3540.  
Morris, 779.  
Ritchie, 2080, 2088-9.  
Boyce, 7924.  
Lindsay, 8349 *et seq.*  
Ireland, 10,960 *et seq.*

229. In spite of the heavy rainfall the climate is not generally unhealthy. The death-rate of 1908 (a bad year) was 33 per thousand for all East Indians resident on estates, and 19½ per thousand for those under indenture.§ In the same year the birth rate on estates was 23 per thousand, but it should be noted that the percentage of females to males on estates is only 71.

Conditions of health.

The average birth and death rates for the last nine years are as follows:—

	Birth rate.	Death rate.
Whole population - - - - -	32·1	28·5
Indian population - - - - -	30·9	27·5
Indians on estates - - - - -	33·4	26·6

\* Land leased to farmers for cane cultivation is not liable to this tax.

† The dollar of 100 cents is equal to about 4*s.* 2*d.*

‡ Marsden, 4918.

§ See also as regards statistics of health, the evidence of Sir C. Bruce (446 *et seq.*).

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 —  
 BRITISH  
 GUIANA.  
 Earnings of  
 immigrants.  
 Davson,  
 2346.

230. An immigrant who works steadily begins to save money very soon and in the course of a few months frequently purchases a cow, for which the estate provides grazing at a low charge; on many plantations the indentured labourers are allowed a plot of rice land free of rent. According to section 97 (2) of the Principal Ordinance employers have to keep up pay lists which are, we learn from Mr. Duff, the Immigration Agent-General, regularly inspected by him and his staff, though the duty of examining the wages book on visiting estates is not definitely imposed on them by law as it is in Trinidad. The Commission of 1872 found that the average earnings of a male able-bodied immigrant were 28 cents a day for every fair day's work he did, and that the average number of days worked in the week was between four and five. The average weekly wage works out therefore at 126 cents or rather over 5s. The Commission, however, also found that some 40 per cent. of the males earned less than 5s. weekly. The reports of the Immigration Department are lacking in statistics as to the average wages actually earned by the immigrants, but we have been supplied with a return for the years 1906, 1907, and 1908 of the total amount of wages earned by the whole body of male immigrants, from which it appears that the weekly earnings of those who are actually at work during any portion of each week average 1.22 dols. (5s.). The average earnings for the whole number of adult male immigrants throughout the year is about 4s. a week.\* It is found that not more than 80 per cent. of the total number of male indentured immigrants are actually at work in any one week, and that some of these are at work for only a portion of it.

Restrictions  
 on liberty.

Lubbock,  
 2459.

231. The provisions of section 127 of the Ordinance already referred to, which render a man suspected of absence without leave liable to summary arrest if found away from his plantation, appear at first sight unduly to restrict his freedom of action out of working hours, but we were assured by all the witnesses who have actual experience of life on an estate, that the law is not so worked in practice as to prevent a man visiting a neighbouring plantation, provided he is at work next day†. The general ground for exercising a somewhat strict control on the movement of the indentured labourers is that the employer is responsible for the welfare of those allotted to him. He is to provide them with regular work and wages and with a sanitary dwelling place. As we have already stated, the absence of control over the movements of the immigrants before they had become acclimatised and had acquired experience led, in the early years of immigration, to frightful mortality. If there were no obligation of residence it would be impossible to hold the planter responsible for the coolies staying away, and at times when work is slack there is some inducement to him to allow them to do so. It is for this reason that estate managers are bound by law to report and prosecute deserters. In the case of women their absence at night would naturally lead to trouble, and in case of epidemics, it is necessary to restrict the movements of the coolies. But in actual practice considerable freedom of action is allowed, and that the powers given to the police are exercised with discretion is proved by the fact that, according to the Police Report of the Colony for 1908, only two persons were arrested without warrant by the police under the provisions of the Immigration Law. We are not, therefore, prepared, with the information at our disposal, to recommend the withdrawal of these powers, though we think that it is matter for consideration whether the wording of the law might not be altered so as to correspond more closely with the manner in which it is actually now enforced, and whether power to arrest without warrant should not be limited to cases where there are reasonable grounds for believing that the immigrant is a deserter or contemplates desertion. It should be obligatory in all cases that persons so arrested should, in the first instance, be brought before an officer of the Immigration Department or a magistrate.

See also  
 Ritchie,  
 2084.  
 Hodgson,  
 3548.

Frequency  
 of prosecutions  
 under  
 the Labour  
 Ordinance.

232. There is, however, one unsatisfactory feature of indentured immigration, which is at least as prominent in this as in any of the other colonies, and that is the extent to which the employers resort to the Criminal Courts in order to enforce the fulfilment by the immigrants of their statutory obligations. In 1907-08, with an indentured population of 9,784, there were no less than 3,835 complaints by employers against immigrants, of which 1,499 were withdrawn, 201 struck off,

\* According to one witness the earnings at the present time are usually 1s. for each day worked, and for the better class men in the "shovel gang" 1s. 4d. (Davson, 3088).

† See Davson, 2327 *et seq.*; Morison, 2824; Campbell, 3045-9; Hodgson, 3549; Fleming, 7813; Duff, 9940; Murray, 11,729; Abel, 12,733. See also Dr. Comins' Report, p. 56.

116 dismissed, and 2,019 resulted in convictions. The percentage of complaints to the indentured population was 39·2 and of convictions 20·6. In contrast to these figures there is recorded only one complaint by an immigrant against his employer which ended in conviction. Many such complaints were no doubt made informally to the Immigration Agent-General and his staff and settled by them without reference to the Courts, and we are informed by Mr. Duff that the immigrants are accustomed to come to his office "for almost anything that occurs in their lives in connection with private business and in connection with estate matters." In these circumstances it should, in our opinion, be possible to devise some system by which a large proportion of the very numerous complaints brought by the employers against their indentured labourers should be decided without the intervention of the Criminal Courts. There are no statistics in the Report of the Immigration Department to show in how many cases imprisonment followed on conviction, but from the Returns of the Prisons Department for the same year it appears that 1,694 persons were imprisoned for offences under the Masters and Servants Ordinances, including the Immigration Ordinance. It may be presumed that most, if not all, of these offences were committed by indentured immigrants. Mr. Duff complained of the quality of a proportion of recent immigrants, and one of the most experienced estate managers\* told the Committee that there were a small number of persistent idlers. Such persons no doubt come before the Courts again and again. This is a fact that we recognise, and in that portion of our Report which deals with the system of recruitment in India we have made certain suggestions which we hope will effect an improvement in this respect. The law is no doubt so framed that no fine, or other similar disciplinary penalty, can be inflicted without reference to the Courts. But this is hardly a sufficient explanation of the large number of prosecutions. It seems clear that on the best managed estates prosecutions are rarely resorted to, and as the general tenour of the evidence† is to show that the mass of the immigrants is contented and easy to manage, we cannot resist the conclusion that many trivial cases must be brought before the Courts, and that many of the estate managers must be too ready to adopt this means of enforcing their strict legal claims against the immigrants, and not sufficiently patient in attempting to attain their object by milder and more humane methods.‡ During the year 500 warrants were issued to apprehend deserters who, if convicted, are no doubt included in the total of 2,019. Both imprisonment (even before trial if the prisoner is subsequently convicted) and desertion involve the extension of the term of indenture by the days lost thereby to the employer, but the Immigration Report is silent as to the extent to which this power is exercised. We are of opinion that the circumstances which lead to so many desertions, and to so many prosecutions and convictions, demand special attention, and should be the subject of an inquiry in the Colony. Mr. Duff admits that the present position in this respect is unsatisfactory, but cannot indicate any remedy.

Q. 9939.

Q. 10075.

Q. 12,140-5.

233. The term of indenture for a man is five years, and for a woman three, and on the expiry of their term the immigrants are free to dispose of their labour as they will. A considerable number stay on the sugar plantations, which endeavour to attract them by free housing and by grants of small plots of land for rice cultivation and of grazing land for their cattle. Many of the smaller estates have no indentured labourers at all. The rice land is sometimes given free, but generally pays a rent of \$1 to \$5 per acre. Agreements with free labourers are legal up to a limit of one year, but with workers in the factory the agreement is usually terminable at one month's notice, and with field labourers there is generally no agreement at all, in which case the arrangement is legally taken as an engagement for a month certain and thereafter terminable with fourteen days' notice. But it would seem that these conditions are rarely insisted on, and that the labourers in such cases come and go as they please. The number of free immigrants residing on plantations on 31st March 1908 was 59,365, and there were some 64,000 residing elsewhere. There is little information in the reports of the Immigration Department as to the occupations of the free immigrants who do not live on estates. Dr. Comins,

Condition of  
free immi-  
grants.  
Morison,  
2867.Davson,  
2321.Fleming,  
7840.

\* Fleming, 7817.

† Davson, 2384; Morison, 2831; Duff, 10,029.

‡ Murray, 11,734, 11,826; Fleming, 7817. We are glad to learn from the report of the Immigration Agent-General for the year 1908-9, that there has been an appreciable decrease in the numbers of complaints of employers against immigrants. The total for an indentured population of 8,873 is 2,758, giving an average of 31·1 per cent. Of these 822 were withdrawn, and 1546 resulted in convictions, the percentage of convictions to the population being thus reduced to 17·4. The number of warrants for apprehension of deserters also decreased to 395. There were no complaints of immigrants against employers.

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however, gives a list of occupations which includes shopkeepers, pedlars, agriculturists, grooms, cabmen, cartmen, fishermen, boatmen, domestic servants, &c. He estimated that at the time of his visit the indentured immigrants were possessed of 4,067 cattle and 2,088 sheep, and the free immigrants of 16,564 cattle and 3,238 sheep. They have also acquired small holdings to a considerable extent for the purposes of cultivation.\* Mr. Duff writes in his report for 1907-8:—

“These immigrants and their descendants have gradually spread themselves over the country, reclaiming places formerly lying waste and opening up new tracts of land on the creeks and rivers from the Corentyn to the North-West District. With their thrifty, industrious habits and unfaltering perseverance in the face of loss by drought and flood, they form the very beau ideal of settlers for a tropical country like this.”

234. It appears from the evidence of Mr. Fowler, Government Surveyor in British Guiana, that the Colony has of late years endeavoured to provide facilities for the establishment of Indians on the land. Some abandoned sugar estates were first bought up and divided into small lots of one or two acres, and a special set of regulations was brought in for the management of these “Indian Settlements.” There have, however, been difficulties in their administration, and the immigrants seem to prefer, as a rule, to take up Crown lands which are available some 25 to 30 miles up the rivers, and which require no drainage works but only the clearing of the bush to make them ready for occupation. On these lands suitable 5-acre homesteads have now been laid out, and are sold to the immigrants and negroes at the low price of 2s. 1d. per acre, including the cost of title and of survey. Larger lots of 25 acres are available at an inclusive price of 4s. 2d. Suggestions have been made for the introduction of agricultural banks to further the economic working of the smaller holdings. Mr. Duff is of opinion that the facilities offered for the acquisition of suitable land are not yet sufficient, and that Government should adopt a more active policy of land settlement. The area of land hitherto acquired by the immigrants is not accurately known.

Q. 12,274  
et seq.

235. The savings of the British Guiana immigrants are returned in 1907 as 264,432*l.*, giving an average of about 2*l.* per head of the whole Indian community. This sum includes the value of land and other property held by them, the amount at their credit in the Government Savings Bank and other banks, and the amount remitted by them during the year to their friends in India, which last averages some 1,800*l.* Eight hundred return emigrants brought back with them to India an average sum of 10*l.* per head.

Education.  
Morison,  
2834.

236. Education in British Guiana is by law compulsory, if there is a school situated within two miles of the child's home, but the provisions of this law have not been strictly enforced owing, it is said, to its unpopularity with many of the parents. In 1908 there were 4,362 East Indian children on the roll. Out of 383 Indian boys who left school during the year it is satisfactory to find that no fewer than 290 took to agricultural work.

237. Dr. Comins was evidently greatly impressed by the physical improvement which he noticed in the descendants of the Indian immigrants born in the Colony. His remarks on the subject are sufficiently interesting to be textually quoted:—

Bruce, 441.

“No one” he says, “who knows the Indian coolie well can fail to be struck by the great difference between the coolie in India and his children born in the colony. Whatever be the cause, whether change of climate, better food, easy times, more responsible duties or position, the influence of travel, or freedom from the narrowness of caste prejudice, the result is very apparent. The children born in the colony of Indian parents revert to a higher type of civilisation, and in appearance, manners, and intelligence are so much superior to their parents that it is difficult to believe they belong to the same family. The boys and young men are stronger and better looking, and are able to turn their hand to anything at a moment's notice, with a smartness and knowledge of the world which would vastly astonish their grandparents in India, while the girls and young women have a beauty and refinement rarely seen in public in India, many having all the appearance of birth and good breeding usually associated only with families of the best blood.”†

Effect of  
Indian immi-  
gration on  
the Colony—  
View of the  
Africans.

238. The Court of Policy, which is the Legislature of the Colony, has, besides the Governor, seven official and eight elected members, and the Combined Court which discusses the Estimates and imposes taxes has, besides all the members of the Court

\* In the Annual Report on the Colony for 1908-9, just laid before Parliament [Cd. 4964-6] it is stated that there are on the various estates some 13,136 cattle and 5,047 sheep and goats owned by East Indian immigrants, and that real property to the value of 14,021*l.* had passed during the year into their hands.

† See also Mr. Morison's evidence, 2798. Among the photographs of the Indian immigrant population and their surroundings in British Guiana and Trinidad with which we were furnished was one of three Indian ladies which fully bears out Dr. Comins's encomiums, and would afford a very suitable illustration for some tale in the “Arabian Nights.”

of Policy, six additional elected representatives. The large majority of the electors are of African or mixed African descent, for, though many of the East Indians have the property qualification, a majority of them are illiterate, and few have registered their names as voters. A section of the electorate is opposed to Indian immigration. Their case has been put before us by the "People's Association of British Guiana" in a memorandum printed in the Appendix, p. 18. They complain that immigration is responsible for the slow progress made by the Colony, because the immigrants, owing to their low standard of living, have ousted the negroes from the position which they should hold as the backbone of the labouring population. They contend that section 98 of the Immigration Ordinance, which provides that the rate of wages paid to indentured labourers for a task should not be less than that paid to free labourers, and in any case not less than 1s. for a task to be performed in one day, has in practice had the effect of setting the standard of wages of free labour and reducing them to a point at which they do not afford a fair standard of living to the negroes. The result of these adverse circumstances is, the memorandum states, that there is no place in the Colony's scheme of economic organisation for the population of African race, that the race shows a tendency to die out, as is shown by the Report of the Commission appointed in 1905 to inquire into the high rate of mortality, and that there is much unemployment in the Colony, the proof of which is that many of the negroes have to go to work in the interior of Dutch Guiana.

239. Many of the arguments advanced in the memorandum are by no means novel. They will be found stated in a somewhat different form in a memorial addressed in May 1903 to Mr. Chamberlain, then Secretary of State for the Colonies, and they were, in our opinion, conclusively answered in a despatch addressed by him to the Governor of the Colony and bearing date September 10 of that year. Copies of the correspondence will be found in the Appendix (pp. 26 *sqq.*). We will, however, offer some observations on those portions of the present memorandum which seem to call for notice.

240. The contention of the memorialists that immigration is responsible for the slow development of the Colony appears to us to be quite inconsistent with the facts. Had it not been for immigration the sugar industry would almost certainly have disappeared altogether in the period of severe competition with slave-grown sugar after the equalisation of duties in 1847,\* and it is at least in great part owing to this immigration that British Guiana is at the present time more flourishing than French Guiana, and that Mauritius (as has been pointed out in the section of this Report dealing with that Colony) has fared better than Réunion. A large number of negroes are actually employed on the sugar estates, both within the factories where they work well and steadily, and in heavy and well paid work in the fields, such as cutting of canes and digging and clearing drains. Their muscular strength is greater than that of the East Indians, and they can and do perform more tasks in a given time. But the witnesses from this Colony who appeared before us are unanimous in saying that the negroes consider much of the ordinary light agricultural work which is required on plantations and for which the estates cannot afford to pay high wages, such as weeding, manuring, and loading canes on the cane carrier, as beneath their dignity, or at all events not worth their while to undertake.† If they cared to work regularly they could make a decent living on the estates, as do the blacks of Barbados and in certain parts of Jamaica, where land is scarce and the pressure of existence severe and wages considerably lower than in British Guiana. But the general experience in British Guiana is that they will not work in the fields with the regularity which is essential for sugar cultivation and they prefer hard muscular work for a few days, and then a few days holiday. It is for this reason that they go to work in the goldfields of the Colony and the forests of Surinam while the sugar plantations are calling out

Bruc  
Morris, 749.

Morris, 757-  
761.

Lubbock,  
2508.

\* Lubbock, 3210.

† Lubbock, 2473; Campbell, 3032, 3067-70; Davson, 2352-90; Morison, 2805-9; Hodgson, 3415-6; Morris, 757; Murray, 11,798. See also Dr. Comins' Report, p. 5, as to the evidence collected by the Labour Commission which sat at Georgetown in 1890. "The main points noted were that no inducement could make them (the negroes) take up contracts, which they connect with slavery, for regular work even for short periods. There are a great number of 'blacks' who do nothing at all, but many of them have lately gone to the goldfields. . . . Many negroes are idlers in the villages, work now and then to earn a bare subsistence, but some do not work at all, but spend their time fishing in the fresh water canals or stealing 'provisions,' raw produce, from the estates. When they can be induced to work they are the best cane cutters in the colony, but they seldom work more than three or three and a half days in the week, nor will higher wages make them work harder or longer, though free drink will."

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for labour. A reference to the Report of the Commission on high mortality rates mentioned in the Memorandum shows that these are ascribed to the "absence of adequate measures of sanitation, to overcrowding and carelessness with regard to medical attendance," also to "poverty, which is partially the result of a lack of industry and especially of dislike of continued fixed and steady work, want of thrift, improvidence and love of litigation." The Report, moreover, points out (para. 37) that the adult mortality of the blacks is rather less than that of the East Indians, and that the excess in the general mortality rates among the former is due to their higher infantile mortality, which is occasioned principally by neglect of breast feeding and of a milk diet. These causes have their origin in the habits of the people themselves, and not in poverty brought about by the absence of a demand for labour. It is true that if there were no Indian immigrants and sugar production continued, the Africans could dictate their own terms to the sugar planters and insist on higher wages, as they did in the days immediately succeeding emancipation. But even if regular negro labour were available for the ordinary light agricultural work on estates, which is very doubtful, it is certain that the industry could not afford to pay the high wages demanded and would disappear. The question is discussed, and the conclusion very forcibly put, in paras. 11 and 12 of a despatch from the Acting Governor of May 26th, 1909, printed in the Appendix (p. 6). There is no lack of land available for negroes who really desire agricultural work, and small holdings are provided for them on the same terms as for East Indians. Few of them, however, take up new land,\* and of the land they formerly held much has been sold to the East Indians.† The production of coffee, for which agricultural conditions in the Colony are suitable, is in the hands of the blacks, but the Governor reported in 1908 that in spite of an import duty of 4½ cents per pound a considerable proportion of the coffee consumed had to be imported, "while coffee in full bearing could be found growing neglected inland."‡

241. In the Annual Report for 1902-3 the following remarks are made as to the growth of rice planting :—

"A valuable work is being done in the settlement of the East Indian immigrants—time-expired coolies—on the lands of the Colony. They have already built a monument to their worth in the establishment of the rice industry. Twenty years ago we imported 19,543 tons of rice, valued at 205,000*l.*; last year the import of this cereal had fallen to 6,600 tons, valued at 64,518*l.*, with a larger rice-consuming population. This industrious East Indian is rapidly assuming a very important part in the agricultural development of the Colony.

"It is to be feared that, taken as a whole, the ordinary creole villager has not the same qualities of industry and tenacity of purpose as are possessed by the East Indian coolie who has served his time of indenture and elected to remain in the Colony as a permanent settler. The emigrant from India understands what a struggle for existence means. The black man of the present class in Guiana does not; more than this, he is in many cases of a dreadfully wasteful and thriftless disposition."

242. In the Annual Report for 1906-7 it is remarked that "owing to the scarcity of labour, the industry has, up to the present, been conducted almost entirely on the tenant-farmer system," and in the Report for 1907-8 the following passage occurs :—

"In most districts of the Colony scarcity of labour prevailed during the year, and although there was a marked advance in the average rate of wages paid, tillage could not always be undertaken at the proper time, and crops could not always be gathered when they should have been."

243. The Colony, with a population of only three to the square mile, is in fact, according to the evidence of the most competent authorities, suffering, not from a superabundance, but from a scarcity of labour, and a resolution was passed in the Court of Policy in December 1908 affirming that the labour supply was insufficient for the development of its resources and for the maintenance of its industries, and requesting that a Commission might be appointed to inquire into the means of augmenting it.

243A. The policy of the Association is described in the concluding paragraphs of the Memorial as follows :—

"The class of the community we represent is not opposed to immigration as such. It is realised that population is needed to secure the development of the rich resources of this large Colony, in whose future we have the fullest confidence. Nor can we hope to have determined at once an institution that has so firmly established itself as a feature of our industrial economy. But we plead with confidence for the readjustment of the immigration system on a basis more enlightened and equitable."

\* Fowler, 11,553.

† Duff, 10,004.

‡ Governor Swettenham's despatch to Secretary of State, July 14th, 1903. Appendix, p. 30.

244. The Association claims that the whole burden of the cost of immigration should fall on the employers, and in support of this view quotes the following passage from the Report of the Royal Commissioners of 1897 :—

“We are of opinion that if any industry requires immigrants it should pay the whole cost connected with their introduction. It is argued that the introduction of immigrants is a benefit to the whole Colony and that the whole Colony should pay a portion of the cost of introducing them. This view as to the introduction of immigrants being a benefit to the whole Colony is not held by those persons with whom the immigrants compete in the labour market, and if the argument were pushed to its logical conclusion it would follow that every industry should get a bonus from the State, as every industry is a gain to the whole community.”

245. We note, however, that the passage occurs in para. 302 of the Report and refers to Trinidad, the circumstances of which differ considerably from those of British Guiana. In the latter Colony, as has been already explained, the main charges of immigration, which include the cost of recruitment in India, of passage and return passage, are borne by the planting community, while those which fall on the Government are the cost of the Immigration Department in the Colony, together with the salary of the Emigration Agent in India, and the cost of the Medical Service of the Colony, together with some increased expenditure in connection with judicial, police, and poor law administration. As regards the first item, the Government assumes the charge for the supervision of immigrants because it considers that the independence of the supervising department is better secured if the charge falls on general revenue than if it falls, even ultimately and remotely, on the party or whose action it is to be the judge, and because no small portion of the duties of the Department is concerned with persons who are not immigrants under indenture and frequently not immigrants at all. As to the Medical Service it should be remembered that the planters maintain their own hospitals on the estates,\* that there are only five Government hospitals, and that estate labourers under treatment therein are supported by the estates. Also that gratuitous medical aid is given by the Government medical officers, not only to indentured immigrants on estates, but also to paupers and persons unable to pay fees throughout the Colony. With regard to increased charges of Administration due to immigration it was pointed out in 1903† that the Indians numbered nearly 50 per cent. of the total population and contributed to the general revenue in proportion to their numbers, while the proportion of Indians to other classes being maintained in public institutions was as follows :—

Government hospitals	-	-	-	-	33·32 per cent.
Prisons	-	-	-	-	41·20 ”
Asylums	-	-	-	-	50·90 ”

The extra expenditure incurred in these respects is in a smaller proportion than the increased revenue derived from the Indian community. The Acting Governor states that “if the whole Indian population were deported to-morrow, there is no district from which the doctor could be withdrawn without grave possibilities to the remaining inhabitants.”

246. The Association, quoting the Under Secretary of State for the Colonies on Asiatic Immigration (presumably to South Africa), asks that the immigrants shall come into the Colony “as potential citizens,” and that “if they come in at all they shall come in free.” The reply is that they do now come in as potential citizens, and that after the expiry of their indentures they are now perfectly free. It is, of course, true that during the first years of their residence in the Colony their freedom is subject to certain definite restrictions. In the earlier history of immigration there are records of attempts to introduce free immigrants to British Guiana and to other colonies, but they were not successful. The experience of long years has shown that the system of indentures, which imposes duties on the employer as well as on the labourer, is required in the interest of both. Under this system, improved as it has been by successive measures of reform, ignorant men and women who have never before been far from their native villages in a distant portion of India are carefully looked after, provided with fair work and wages, a large proportion of which they can, and often do, save, and are trained to habits of regularity, so that when their time is over and they emerge from tutelage, they are prepared to take their place as free and independent citizens among the general population of the Colony. As

\* In 1903 there were 51 estate hospitals maintained at a charge of \$166,845 per annum.

† Governor Swettenham's despatch to Secretary of State, July 14th, 1903.

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Lubbock,  
2463.

Morris, 2879.\*  
Hodgson,  
3481.

pointed out by Sir N. Lubbock, the President, and Mr. W. M. Campbell, the Chairman, of the West India Committee, by the Governor and the Acting Governor of the Colony, and by Mr. Alleyne Ireland, who has made a careful study of the system in this and other colonies, such a result could not be obtained under any other system.

247. The following extracts from the Report of the Royal Commission of 1871 (sections 925-8) are worth notice as showing that the existing arrangements correspond with their views :—

“First, we cannot think that the limit of possible or probable benefit from immigration to the country-bred population, among whom we must now include not merely negroes but creoles, Portuguese, and coolies, has yet been reached. So long as the increase of the supply of labour is fairly kept pace with, as at present, by the extension of cultivation, it would be difficult to affirm that it had been reached, still less that the creoles were being injured by it. The extension of cultivation means the increase of wealth, *i.e.* of capital, which employs labour, the increase of such labour as the creoles find it worth their while to do, the extension of markets, and the multiplication of openings in life. It should be carefully ascertained year by year how far the taking up of new land keeps pace with the introduction of immigrants, and when this is found to flag, the other ought to be checked.

“Next, we by no means desire, under any circumstances, to see the whole burden of immigration thrown upon the planters. We have been advocating more watchful supervision on the part of the Government and increased efficiency implies an increase of expense. We think it best that the community and not the planters should be the paymasters for this increase of supervision. The motive of interest will thus, and thus only, be brought to bear in the right direction, for the community will have a fixed sum to pay, and it will be their interest to see that they get money’s worth for their money. . . .

“This principle also covers the case of medical practitioners. If they are to be made Government officers, it is because duties of inspection and supervision are required of them, for the performance of which full independence of position is necessary.”

248. We must, therefore, regard the assertions and arguments advanced in the Memorandum as unfounded, and the measures advocated by its authors as inexpedient and impolitic if not impracticable.

249. The view of the estate owners, on the other hand, which has been ably put before us by Messrs. Davson and Parker, is that the development of the Colony is being arrested for want of population, and that the planters are doing a public service by introducing, acclimatising, and training the men, women, and children on whom the future development of British Guiana so largely depends, and that they cannot afford at the present high charges to introduce more labourers, but that if the cost to them were reduced they would be enabled to do so to the great ultimate benefit of the Colony. This view was supported both by the Governor in his oral evidence and by the Acting Governor in the despatch to which we have already alluded and which will be found in the Appendix.

250. The estate owners are now allowed by resolution of the Combined Court to indent for a maximum number of 4,000 immigrants yearly, but the average indent for the last five years has been for 2,200 only. If the cost were reduced more coolies would be brought in and the consequence would be some increase of cultivation on the sugar estates. But it is also contemplated that a certain number of free Indians who are now working on the estates would become available for the general labour market.\* The question whether any measures for this object should be taken is one for investigation by the Commission which, as we understand from the Governor, has been appointed in compliance with the Resolution of the Court of Policy. But it seems to us that there is need for great caution in increasing the liabilities of the Colony for return passages of immigrants, in case at any time there should be a serious renewal of difficulties for the sugar industry. Demerara, owing to its backward state of development, does not offer to the time-expired coolie the same choice of occupation as does, for instance, Trinidad or Fiji. No doubt as population increases so will capital be attracted and development be facilitated. But the process should not be hurried or forced. While therefore recognising that the continuance of immigration is essential to the utilisation of the great natural resources of the Colony, we are of opinion that, in the interests of the immigrants no less than in those of the Colony as a whole, well considered schemes of land reclamation, drainage, irrigation, and industrial and agricultural education are needed to keep pace with immigration, and that the latter should not be artificially stimulated by the introduction of large bodies of immigrants mainly at the expense of the State. We need further only say that the present system, by which the cost of immigration falls on the estate owner but the expenses

\* Davson, 2418 ; Hodgson, 3482 ; Mr. Parker’s memorandum (appended to his evidence).

View of the  
planters.

Davson, 2371-80,  
2417 ; Parker,  
7780.  
Morison, 2880  
*et seq.*  
Campbell, 3089  
*et seq.*  
Hodgson, 3486  
*et seq.*  
Bruce, 578.

General  
conclusions.  
Morison,  
2881.

Murray,  
11,743.



of supervision and of the medical staff are borne by the general revenues of the Colony, seems to us generally fair, but the actual details of the adjustment must be left for the decision of the Government itself.

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### TRINIDAD.

251. Trinidad is thus described in the Report of the West India Royal Commission of 1897 (p. 34):—

TRINIDAD.

"The island of Trinidad is situated close to the Venezuelan Coast of South America. It has an area of about 1,120,000 acres, of which 800,000 acres are held to be cultivable. Of the cultivable land 434,000 acres are in the hands of private owners and 366,000 acres are Crown lands. It is impossible to state the precise extent of land that is under cultivation at the present time, but there is still a large extent of cultivable land in the island unoccupied and uncultivated, and much of it is virgin soil.

"The total population may be taken at 245,000, of whom fully two-fifths are immigrants from the East Indies or their descendants.

"The soil is remarkably fertile and varies in its character; some portions of the island are well suited for the production of sugar, others for cocoa, and on certain tracts near the sea cocoanut trees grow freely."

252. Trinidad, at the time of the emancipation of the slaves, was almost entirely dependent for its prosperity on its sugar plantations. There has, of late years, been a steady increase in the cultivation of cocoa, which has now become the most important article of export. According to a return laid before Parliament in 1838, the total number of slaves liberated in the colony was 20,657, of whom 2,246 were children under six years of age, and 372 were classed as aged, diseased, or otherwise non-effective. For the remaining 17,539 compensation was paid to the amount of 973,444*l.* Of these slaves, those described as "prædial" numbered 13,773, and the amount paid in compensation for them was 763,090*l.*

253. The state of affairs which followed on the emancipation in the West Indian Colonies is described in the Reports of the Select Committees of the House of Commons which we have already quoted.

Result of  
negro  
emancipa-  
tion.

254. Trinidad was one of the greatest sufferers, and Lord Stanley mentioned in his speech in the House of Commons on 22nd March 1842 that the loss on 62 sugar estates had amounted to \$983,000. It would appear from the account given in Surgeon-Major Comins's Report on his visit to the colony in 1891 (page 6), that the majority of the emancipated slaves continued to live on the estates, occupying houses and lands free from rent and exacting wages of from 40 to 50 cents (1*s.* 8*d.* to 2*s.* 1*d.*) per measured task for any work they consented to do. According to the evidence of some of the witnesses who came before us, a considerable number squatted in out-of-the-way places, where they were subject to no jurisdiction and paid no rent or taxes. It was not till some 30 years after the emancipation that Sir Arthur Gordon, now Lord Stanmore, during his term of office as Governor of the colony, succeeded in bringing this section of the population under control and compelling them to contribute their proper quota to the revenues of the colony.

Warner, 625,  
665-7.  
David, 5628.

Stanmore,  
10,771-3,  
10,779.

255. In order to supply the pressing need for agricultural labourers, endeavours were made in the first instance to obtain immigrants from neighbouring islands, from Madeira, and from the Kroo Coast. The Africans liberated from captured slavers were also distributed by the Home Government among the West Indian colonies most in need of assistance, Trinidad receiving a considerable share. None of these expedients, however, proved sufficient and recourse was then had to the importation of coolies from India. The first consignment of 237 left Calcutta in 1844, and arrived in Trinidad in May 1845. The number of immigrants introduced between that period and the 30th May 1848 was 5,162. Immigration was then temporarily suspended, but recommenced in 1852 with the following results:—

Commence-  
ment and  
progress of  
Indian im-  
migration.

Immigrants landed between	1851 and 1861	-	-	-	14,338		
"	"	"	1861 and 1871	-	-	-	19,916
"	"	"	1871 and 1881	-	-	-	24,048
"	"	"	1881 and 1891	-	-	-	25,037
<hr/>							
88,501							

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256. The numbers returned to India during the same periods were as follows :—

Numbers returned between	1851 and 1861	-	-	-	2,252
"	"	"	1861 and 1871	-	1,758
"	"	"	1871 and 1881	-	2,686
"	"	"	1881 and 1891	-	5,189
					11,885

showing a balance of 76,616 added to the population of the colony. Of these, 45,577 were still resident in the colony in April 1891, and there had been an addition of 24,641 Indians born there, bringing up the East Indian population to 70,218 out of a total of 200,028.\*

257. Between 1891 and 1901 the arrivals numbered 21,603 against 7,410 returns, and from 1901 to 1908 inclusive there were 19,120 arrivals against 6,099 returns, giving a further balance of 27,214 added to the Indian community.

258. In 1901 the total population had increased to 279,822, of which the East Indian portion numbered 87,697. In 1907 it was estimated at 338,992, of which the Indians counted for 102,849.

259. The returns of trade during the period of Indian immigration show a remarkable development, as will be seen by the following table :—

	Imports.	Exports.
1850	476,000	319,394
1860	829,304	714,603
1870	1,042,698	1,227,574
1880	2,382,268	2,186,512
1890	2,248,893	2,179,432
1900	2,500,258	2,584,549
1907-8	3,374,824	3,907,503
1908-9	2,682,702	2,500,195

260. The exports of sugar in 1829, nine years before the abolition of slavery, were estimated at 22,361 tons. In 1839, the year following the emancipation, they fell to 17,214 tons. They now average some 45,000 tons per annum. The development in the cultivation of cocoa is still more remarkable, the export having risen from about 3,000,000 lbs. in 1839 to nearly 50,000,000 lbs. in 1907-8.

The exports of cocoa and sugar in 1907-8 were valued at 1,786,386*l.* and 521,051*l.* respectively. In 1908-9 they declined to 1,152,285*l.* and 462,019*l.* This seems to have been due to a fall in the price of cocoa and other incidental causes. (See Annual Report laid before Parliament [Cd. 4448-30].)

Immigration  
Ordinances.

261. On the first commencement of immigration much loss was suffered from the absence of any sufficient legal restrictions to prevent the labourers from breaking their contracts and wandering off, with the result that they were frequently found in a helpless and destitute and even starving condition. The first regulations issued for the purpose of preventing this evil were disallowed by the Home Government as being open to abuse, but certain heads were sent out by Earl Grey, then Colonial Secretary, in 1847, and on the basis of these a Labour Ordinance was founded which in course of time was subjected to various revisions and modifications.† In 1870 a consolidating and amending Ordinance was passed, and this again was replaced in 1899 by a fresh consolidating Ordinance, resembling in almost all respects the British Guiana Immigration Ordinance of 1891. A further Ordinance was passed in 1902 amending the law in various particulars. Both these Ordinances were laid before Parliament in 1904 [Cd. 1989].

In 1903 the law was again consolidated, and the principal Ordinance is now No. 161 in the general collection of Ordinances made in that year.

262. The main features of the system so closely resemble those which we have recounted in the section relating to British Guiana that it seems unnecessary to

\* Appendix A to Report of Surgeon-Major Comins (printed by the Bengal Secretariat Press, Calcutta, 1893).

† See Ct. de Verteuil's History of Trinidad, quoted in Dr. Comins's Report, pp. 3-6.

repeat them at length. We will, therefore, only mention those provisions which are either peculiar to Trinidad, or to which attention has been specially called in the evidence laid before us with regard to that colony.

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263. The fund for defraying the cost of immigration is derived from four separate sources.\*

Cost of immigration.

1. Indenture fees of 5*l.* for each adult, and 2*l.* 10*s.* for each minor, immigrant, payable in five annual instalments by the estate to which such immigrant is allotted.
2. An immigration tax regulated each year by Ordinance according to the amount required, and consisting of an export duty on the principal articles of produce.

For the year 1909 the rates of duty were as follows :—

Sugar	-	-	-	-	-	-	3 <i>s.</i> 6 <i>d.</i> per 1,000 lbs.
Molasses	-	-	-	-	-	-	3 <i>s.</i> 1 <i>d.</i> per 100 gallons.
Rum and Bitters	-	-	-	-	-	-	9 <i>s.</i> 4 <i>d.</i> per 100 gallons.
Cocoa and Coffee	-	-	-	-	-	-	8 <i>d.</i> per 100 lbs.
Cocanuts	-	-	-	-	-	-	8 <i>d.</i> per 1,000 nuts.
Copra	-	-	-	-	-	-	2 <i>s.</i> 7 <i>d.</i> per 1,000 lbs.

3. One-third of the total cost of immigration is chargeable to the general revenue of the colony, but this sum is diminished by receipts under the following and last heading.
4. Casual receipts consisting of sums received on account of advances, arrears, percentages added for default, sums paid by the coolies in redemption of their contracts, and passage money paid by them.

For the current year the receipts from these various headings are estimated as follows :—

	£
Indenture fees (paid by planters employing indentured coolies)	10,000
Immigration tax paid by all estates	32,496
Vote in aid	16,458
Casual receipts	3,102

Out of the total expenditure, therefore, of 62,056*l.*, about 21 per cent. is paid by the employers and labourers, about 52 per cent. by all the cultivators whether employing indentured labourers or not, and about 27 per cent. from general revenue. The charge on the general revenue averages rather less than 1*s.* per each inhabitant of the colony.

264. The minimum daily wage for an indentured labourer is fixed at 25 cents (1*s.* 0½*d.*) if able-bodied, and not less than 8*d.* per day if other than able-bodied. During the first 12 months of his service the immigrant is provided with rations, the cost of which is deducted from his wages. The day's work is fixed at nine hours. A day's task work is not to be more than can be performed by an able-bodied immigrant in seven hours. It is further provided that the rate for task work shall not be less than that usually paid to the Creole or other free labourers on the plantation or in the neighbourhood. No immigrant who has worked 45 hours can be compelled to work again during the week except in crop time, when he may be made to work six days (= 54 hours). Every indentured immigrant who has earned not less than five days' wages during each of two consecutive weeks is entitled to leave of absence for one day and night for each such period, and may demand a free pass for such leave in periods not exceeding seven days at one time. He is, moreover, entitled to absent himself for the purpose of making any reasonable complaint to the Protector of Immigrants, and may demand a pass for this purpose. He is bound to reside on the plantation where he is under indenture, and if absent more than three full days is liable to a fine not exceeding 5*l.* or imprisonment for not more than two months as a deserter.

Wages and conditions of service.

265. An indentured labourer found beyond the limits of his plantation may be stopped unless provided with a pass by the proprietor of the estate on which he is employed, or by his manager or overseer, or by a constable either attached to the estate or specially authorised by the Protector of Immigrants for this duty, and may

\* Memorandum on the Law relating to Indian Immigration. Appendix, p. 124.

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be taken before a magistrate, who may either order his return to his plantation, or, if he is a deserter, sentence him to imprisonment not exceeding seven days. In the event of arrest without reasonable cause the magistrate may award compensation up to 20*l.*

266. Indentures of male adult immigrants are in the first instance for a period of five years, those of female immigrants for three years. After completion of this first term of indenture an immigrant may at his own request, by agreement with his employer and on payment of a bounty settled between them, be re-indentured by the Protector for a further term not exceeding 12 months.\*

267. It is provided in the Ordinance (§ 70) that when by the returns the Protector is satisfied that 30 per cent. of the adult males indentured to any estate earn during the year a wage averaging less than 6*d.* per diem for the whole 365 days, it shall not be lawful for the Protector to entertain any application for fresh immigrants on behalf of that plantation. Power is, however, given to the Governor to relieve any plantation from the operation of this rule, on good reason being shown for a larger proportion of the immigrants earning a smaller amount of wages than will give such an average.

268. Every indenture is held to be for a term of actual service equal to the number of working days (280 in the year) for which the immigrant is bound to serve under it, and continues in force until such service has been performed. On the other hand whenever an indentured immigrant is shown by the books of the estate to have earned \$350 (72*l.* 18*s.* 4*d.*) his indenture ceases, and he is entitled to receive a certificate of exemption from labour free of charge.

Effect of  
Indian immi-  
gration on  
the Colony.  
Lubbock, 2463.  
Morton, 10,564-9.  
Cadman, 4237 et  
seq., 4272-5.  
David, 5477, 5483.  
Richards, 7195.

269. The facts and figures recited at the commencement of this section bear striking testimony to the service which has been rendered to the colony by the supply of Indian labour at a moment of serious crisis, and by the subsequent continuance of the immigration. We do not find that there is any serious attempt to assert an opposite view. But while the great mass of public opinion in the colony appears to favour a continuance of the system, there is a party, represented by two members of the Legislative Council, and by a body calling itself the Trinidad Working Men's Association, and numbering, according to the account of the President, some 1,000 members, which holds that the further importation of indentured labourers is no longer requisite, and is indeed harmful as tending to lower the wages of the unindentured labourer and to produce unemployment. It is further contended by them that the planters who employ indentured labour do not bear a sufficient proportion of the cost of the immigration system; that no portion of it should fall on the general revenues of the colony; and that the export duty on agricultural produce, from which about one-half of the expense is now defrayed, is unjust, as it falls not merely on the estates which benefit by the supply of imported labour, but on all cultivators alike, including those who actually suffer from the competition of the Indian immigrant.

270. In examining these contentions we have had considerable difficulty in ascertaining whether, and to what extent, the wages of agricultural labourers have diminished of recent years. The West India Royal Commission, who visited the colony in 1897, state in section 297 of their Report† the conclusion at which they arrived:—

“The wages of artisans have already been substantially reduced, but no substantial and considerable reduction in the wages of ordinary labour appears to have taken place. Attempts have been made to reduce wages, but owing to the extension of the cocoa cultivation and to the fact that Crown lands and other uncultivated lands were available for peasant proprietors, these attempts to reduce wages have not proved successful.”

271. The evidence given before the Royal Commission was reviewed and further evidence was taken by a Special Committee appointed to enquire into the labour question in 1905. In their report, which will be found in the Appendix (p. 146), they confirmed the conclusion arrived at by the Royal Commission.

271A. The conflict of testimony among the witnesses who came before us may in part be attributed to the fact that those who object to immigration have little direct knowledge of the conditions prevailing on the estates, and fail to discriminate

\* We were informed that the practice of re-indenture had fallen into abeyance (*see* Mr. Abel's evidence, 12,929, 12,948; also §33 of Report of the Special Committee on the Labour Question, Appendix, p. 148). It seems unnecessary that this provision of the law should be maintained.

† Presented to Parliament in 1897. [C. 8655].

between the wages of ordinary labour and that which requires more skill, or between the relative earning capacities of the free Indian and the creole labourer.

272. The Hon. C. P. David, one of the members of the Legislative Council who is opposed to the continuance of immigration, stated positively that the maximum wage for a day's task when he was a boy was 30 cents; that it is now 25 cents; and that some years ago it had fallen to 20 cents. The Trinidad Working Men's Association, on the other hand, and Mr. Richards, their President, who are also opposed to the continuance of the system, maintained that the present daily wage for the free labourer is from 30 to 36 cents per diem; and that in 1886 the wage averaged from 50 to 60 cents. Memoranda furnished by two other members of the Council and forwarded by the Acting Governor of the colony,\* altogether deny this latter assertion, and state that the wage for ordinary agricultural labour is now from 25 to 30 cents a day, and on cocoa plantations from 35 to 40 cents. Mr. Lamont, M.P., a proprietor of sugar estates, stated that the daily wage was 25 cents. Mr. R. S. A. Warner, Solicitor-General in the Colony, who employs both indentured and unindentured labour for cocoa cultivation, stated that the cost of the former worked out at about 40 to 42 cents, and the price offered for the latter was from 40 to 45 cents, a day for ordinary work.

273. The conclusion to which we have come after a review of the whole evidence is in accordance with a Memorandum furnished by the Acting Protector of Immigrants which will be found among the Appendices to our Report.† It is briefly to the effect that during the last 50 years the price of the ordinary task has been 25 cents; that during the first half of this period, when the sugar industry was in a flourishing condition, more was paid from time to time for the purpose of obtaining better or quicker work; that during the last 25 years, when the sugar plantations were in a struggling condition, the planters could not afford to do this, and that at the worst period (about 1886) wages to the free labourers were even at times reduced to 20 cents a day, but that recently there has been a certain improvement.

274. The Special Committee which was appointed to enquire into the labour question in 1905 expressed their opinion that the principal cause of the scarcity of labour, which was admitted to exist, was the prosperity of agricultural industries other than sugar.‡ They recommended that the law prohibiting the payment of higher wages to outside labour than to indentured labour should be altered, on the ground that in addition to the money portion of his wage the indentured labourer has a house and medical treatment, and costs his employer from 36 to 43 cents per day. An Ordinance was accordingly passed in 1908 which allows a certain addition (fixed by the Governor at 15 cents per diem) to be made to the free labourer's wage. It seems difficult to argue that the influx of imported labour has reduced the wages of the free labourer when it has been thought equitable to give legal sanction for the payment of an increased rate to the latter in order to place the two classes on an equal footing.

275. It is probably the fact that during a period of severe crisis the supply of imported labour at a fixed rate of wage enabled the estates to carry on their operations, when, if exposed to serious fluctuations in the supply and price of labour, they would have collapsed. If this be so, it still further enhances the debt which the Colony owes to the system.§

276. The assertion of the opponents of Indian immigration that it has led to the prevalence of unemployment and destitution was not, in our opinion, substantiated. On this point it may be interesting to quote the remarks of Mr. Hugh Clifford, the Colonial Secretary, in the Annual Report on the Colony for 1903-4 [Cd. 2238/19].

In conclusion there remains only to record the fact that Trinidad continues to enjoy a large measure of prosperity; that its trade, in spite of all disadvantageous circumstances, is flourishing and, subject to some fluctuations, is increasing in volume and in value; that the state of its public finances is sound; and that even among the very poor portions of the community poverty, of the cruel and grinding character that

\* See despatch from Mr. Knaggs, 20th February, 1909, appendix, p. 114. Mr. Knaggs's own evidence (Q. 8575) is to the effect that there has been no decrease in the rate of wages. Mr. Abel thinks there has been an increase (Qs. 12,660, 12,665).

† Appendix, p. 136.

‡ See par. 12 (Appendix, p. 146), and Mr. Alcazar's separate Report, par. 1 (p. 151)

§ Mr. Lamont, M.P. (Q. 9382) expressed his opinion that indentured labour with a fixed minimum of pay had had the effect of steadying rather than lessening the rate of wages, and that there had been no change during the last 20 years (Q. 9484).

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is too well known in colder climates, is comparatively rare. That much is due to the fact that cocoa cultivation has long co-existed with that of sugar in this colony, and that the former continued to flourish when the latter fell upon evil days, cannot be denied, and with this lesson before our eyes the necessity for encouraging minor industries—more especially minor agricultural industries—which may serve in the future as additional lines of defence against adversity, forces itself upon the perception as one of the first, most obvious, and most insistent of the duties of the Government of Trinidad and Tobago.

Richards,  
7374-84,  
7423-35,  
7557-65.

277. The statements by which Mr. Richards, the President of the Trinidad Working Men's Association, endeavoured to support his assertion that as a consequence of the present system destitution prevailed in the island were so directly contrary to the whole weight of other evidence that we are compelled to discard them as altogether untrustworthy. In the course of his examination he affirmed that the majority of the Indian immigrants left the plantations at the expiration of their indenture in a debilitated condition and became paupers, that great distress prevailed in the colony, that in the whole of the country districts there were labourers on the verge of starvation, that to his own personal knowledge six or seven cases of death from starvation had occurred in the previous year in the district of Chaguanas, in which he resides, and that this represented no more than the annual average of such deaths. On his second appearance before us he desired to modify that statement in so far that these deaths were not within his personal knowledge but had been heard of by him as a matter of common report, as to which he had made no inquiries and taken no steps for the purpose of investigation or remedy.

Richards,  
9575-86.,  
Richards,  
7520-32.

278. In the course of our inquiry we had before us the Coroner of the district in question, who arrived in England shortly afterwards on leave, and we obtained reports through the Governor from the district medical officer, from the Registrar-General and the Acting Inspector of Immigrants for that division of the island. We also addressed questions to other witnesses, both official and unofficial, as to the general conditions of employment and poverty prevailing in the colony.

Cadman, 4265.  
Boyc, 7930  
*et seq.*  
Knaggs, 8517-  
8522.  
Warner, 8722-4,  
8798.  
Lamont, 8847-8.  
Huggins, 9773  
*et seq.*, 9813  
*et seq.*  
Morton, 10,532-4,  
10,541-2, 10,575-6.  
Murray, 11,761.

279. The whole of the evidence thus obtained was in direct contradiction of Mr. Richards's statements. We were assured that there was no such general prevalence of destitution either among the free immigrants or among other classes of the community as Mr. Richards portrayed; that there was no lack of opportunities for employment for those who chose to work; that the wardens of the various districts were provided with funds which they applied to the relief of any cases of real destitution; that there was a certain number of persons who pursued by choice a life of vagrant mendicancy, and that from time to time one of these might succumb to weakness and privation, but that cases of death from starvation were so rare as to be almost unknown in the colony; and that after careful search of the records of the district of Chaguanas only one instance could be found since the beginning of the year 1908 of a death which might be attributed to privation—it was that of a free Indian who had come from another district and died while begging at a house.\*

Lubbock,  
2463.

280. Our conclusion is that the colony is largely indebted to the system of Indian immigration not only for its escape from a severe crisis sixty years ago, but for the subsequent increase of its resources, and that the time-expired immigrants have contributed especially in a most important degree to the increased cultivation of cocoa, which has now outrivalled sugar as the principal export and source of wealth.

Warner,  
8804.  
Morton,  
10,559  
*et seq.*

281. In Trinidad, as in other colonies, the Indian portion of the population is generally admitted to be a quiet, orderly, law-abiding community, and even those who do not attain substantial prosperity are recognised as furnishing a very useful class of labour in a humbler way.

Advantages  
to the Indian  
immigrant.

282. We pass to the question of the advantages reaped by the Indian immigrant himself.

On this subject, Surgeon-Major Comins, in his elaborate report to the Government of India, bears very emphatic testimony. He says at the conclusion† :—

“In this colony Indian coolies have already very exceptional advantages, and a still brighter future is before them. Of all the colonies of the West Indies Trinidad is the favoured home of the coolie settler, where he can easily and rapidly attain comfortable independence and even considerable wealth with corresponding social position.”

\* See Report of District Medical Officer (Appendix, p. 133). Compare evidence of Dr. Clare, 10,370, which appears to refer to the same case.

† Note on emigration from India to Trinidad, page 50.

O. W. Warner, 587-9.  
 Cadman, 4256.  
 Boyce, 7942-79.  
 Knaggs, 8502 of seq.  
 R. S. Warner, 8658, 8744 of seq.  
 Coombs, 9142 of seq.  
 Lamont, 9319.  
 Hossin, 9711-2.  
 Clare, 10,285,  
 10,305-6.  
 Morton, 10,518.  
 Fitzpatrick, 11,863.

283. The great majority of the witnesses examined by us gave evidence to the effect that the Indian community were generally prosperous and contented, and the statistics with regard to them are equally satisfactory. Dr. Comins cites figures showing that the 12,082 Indians who returned to their own country between 1851 and 1891 took back with them declared savings to the amount of 263,000*l.* The number of East Indian immigrants holding deposits in the Government savings banks rose from 5,550 in 1899 to 6,983 in 1908, and the total balance to their credit from 91,501*l.* to 115,224*l.* The amount of annual deposits has risen from 55,273*l.* to 86,557*l.* The remittances to India in 1899 were 2,910*l.*; in 1908, 3,491*l.* Of the purchases of Crown lands made in each year, about one-third are by East Indians (who also form one-third of the population), as will be seen by the following table:—

	Total Grants.	Grants to East Indians.
1904-5	- 1,339 for 16,207 acres.	646 for 4,898 acres (and 25 village lots.)
1905-6	- 1,416 " 12,780 "	544 " 4,102 "
1906-7	- 991 " 8,004 "	493 " 3,306 "
1907-8	- 1,157 " 9,494 "	475 " 3,186 "
1908-9	- 1,369 " 13,402 "	651 " 4,802 "

Between the years 1885 and 1908-9 the grants of Crown lands sold to Indian immigrants amounted to 69,087 acres out of a total of 227,508 acres sold.

284. We have not been supplied with any statement of the total amount of land held by the Indian portion of the population, but it will be clear from the above figures that it must be very considerable. The statistics furnished by Sir Nevile Lubbock of the number of holders of small sugar-cane farms show that in 1899 there were 2,826 East Indian and 3,870 West Indian farmers, while in 1908 there were 5,922 East Indians to 5,619 West Indians. The occupation of land under contract for the cultivation of cocoa affords also to the time-expired immigrant great opportunities for a start towards becoming a proprietor.\*

284A. The statistics of health are favourable, taking into consideration the nature of the climate. The annual death-rates of the total population between 1899 and 1907 varied between a minimum of 23.1 per thousand in 1899 and a maximum of 25.9 per thousand in 1905; those of the whole Indian population between 21.6 in 1904 and 29.4 in 1907. The death-rate among the indentured immigrants was at its maximum of 19.9 in 1907, and in 1908 was as low as 14.5 per thousand. The annual birth-rate of the total population in the same period varied between 33.0 and 36.6; that of the Indian population ranged from 32.6 to 38.7.

Health conditions.

285. Sir H. Johnston gave striking evidence as to the physical improvement which he had noticed in the Indian immigrants after residence in Trinidad. Other witnesses said that the improvement both moral and physical was still more noticeable in the second generation. The educational facilities for their children are stated to be excellent.

Q. 3987.  
 Huggins, 9811-2.  
 Morton, 10,522.  
 Dr. Comins's report, p. 32 of seq.

286. As regards the treatment of the indentured immigrant, the general purport of the evidence is distinctly favourable. Dr. Comins, in his report, quotes a long extract from a paper by Mr. Sacconer, of the Trinidad Mission,† which contains the following passage:—

Cadman, 4253-6,  
 4256-7.  
 Hossin, 9735.  
 Clare, 10,294-5.

"From the above facts it must be seen that, so far as legal enactments can go, the indentured labourer is carefully guarded against ill-treatment. It would be extraordinary, under any system of labour, if cases of hardship did not occasionally arise. It is more than we can expect that all parties will be always satisfied. There is the old, yet ever new, struggle between labour and capital. But the treatment of the indentured cooly in Trinidad must be pronounced by any unprejudiced observer to be characterised by humanity. If cases of oppression occur, they are marked exceptions, and they occur in defiance of laws and regulations. The cooly, then, during the period of his indenture, so far as physical comfort goes, seems to be no loser by leaving the land of his birth."

Dr. Comins's own remarks go to confirm this view. After explaining the prevailing system of task-work, he observes:—

"In this way the overseer becomes the judge of the price to be paid for the labour done, and I must say that he usually exercises that power in a way which is acknowledged to be entirely just by the immigrants."‡

287. The Rev. J. Morton, head of the Presbyterian Mission from Canada, who speaks with an experience of 41 years, and to whose evidence, as that of a disinterested and most intelligent witness, we attach great importance, spoke

Q. 10,463-6.  
 Q. 10,514.  
 See also Warner, 8667; Murray, 11,836; Fitzpatrick, 11,859-61.

\* See, particularly, the evidence of Mr. R. S. A. Warner, K.C., 8798, and the Rev. J. Morton, 10,598-9.  
 † Dr. Comins's report, p. 20.  
 ‡ *Ibid.*, p. 9.

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Q. 10,503.

Warner,  
8683,  
Lamont,  
9314-5,  
Coombs,  
9116 *et seq.*Knaggs,  
8499-8505,  
8780.  
Huggins,  
9789 *et seq.*,  
9823-30.Fitzpatrick,  
11,873 *et seq.*

emphatically of the physical and moral improvement which was observable in the immigrants during their period of indenture, and stated that to his knowledge many of them were able to save, and that some even acquired Crown land before their indenture had expired, though this proceeding was not countenanced. He was also distinctly of opinion that the immigrants were thoroughly acquainted with their rights and opportunities for making complaints, the new arrivals being instructed, if necessary, by the older labourers. We have received testimony to the same effect from some other witnesses. Commander Coombs, the Protector of Immigrants, states in his annual report that pamphlets containing sections of the Labour Ordinance in Hindi and Urdu, are distributed among those of the newly arrived immigrants who are able to read (about 9 per cent.), and in his evidence before us he told us that all the pains and penalties and all the privileges in the Ordinance were read to them in their own language, and that they understood them perfectly well. We had also evidence from various witnesses that the Protector and his subordinate officers were diligent in the performance of their duties and in the investigation of any complaints made to them. On the other hand it would appear from the evidence of Mr. Fitzpatrick, the witness who attended as representative of the Indian community, that an impression prevails among its members that the indentured immigrants have not sufficient opportunity of making their grievances known, and are not always listened to with sufficient sympathy by the officers whose duty it is to protect them. He was not in a position at the time to mention any specific cases. He subsequently wrote calling attention to what appeared to him the inadequate punishment of an overseer who had struck an Indian woman, causing premature childbirth, and who was sentenced only to a fine of 2*l.* and to payment of 3*l.* in compensation, while four Indian immigrants who were charged with assaulting an overseer were sentenced to three months' hard labour. Copies of this letter, of the newspaper reports of the two trials, and of a despatch from the Governor forwarding the remarks of the Acting Protector of Immigrants, will be found in the Appendix to our Report, page 141. Considering that the blow received by the woman was accidentally inflicted in the course of a scuffle with two men, and that by the intervention of the Acting Protector the overseer was, for his conduct on the occasion, dismissed from his situation in a manner that will prevent his re-employment in such a capacity for the future, while the attack made by the labourers on the overseer was vindictive and premeditated, it does not appear to us that the sentences were inadequate in the former or excessive in the latter case.

See also  
Hosein, 9689  
*et seq.*

288. On a review of the information at our disposal we are inclined to think that the impression which appears to prevail in the Indian community is somewhat exaggerated. But the matter is no doubt one to which careful and constant attention should be given. There may be some foundation for the complaint that task-work has increased in severity since the fall in the price of sugar forced the planters to reduce the expenditure of production to the narrowest possible limits, but we see no sufficient ground for supposing that the task is generally in excess of the limits laid down in the Ordinance. The statement which was made by the opponents of immigration, and which appears to have received a certain amount of credence, that the average weekly wage of the indentured labourer had fallen below the minimum of 5*s.* 2½*d.* prescribed by law, and was not more than about 3*s.*, was entirely disproved by the returns produced by the Immigration Department. The law does not stipulate that every labourer shall receive that sum, but that he shall have the opportunity of earning it. The figures showed that the actual earnings of the whole body of able-bodied immigrants averaged during the last three years 4*s.* a week.\* As we have already observed, any estate on which one-third of the adult male indentured labourers fail to earn an average of 3*s.* 6*d.* per week is reported to the Governor, and without special leave from him is debarred from obtaining any fresh supply. Out of 96 estates employing indentured labourers only 11 were so reported last year, and in all these cases there were special circumstances which in the Governor's opinion justified him in exempting them from the action of the law. Allowing for holidays and absence from illness and other causes, there seems no reason to doubt that the coolies have the opportunity of earning the statutory sum. In addition to what we have already stated as to the evidence that they are able to save during their term of indenture, we may mention that a not inconsiderable number (over 100 in every year) purchase their redemption from indenture during the last year of their service.

\* See Returns enclosed in the Governor's despatch of 28th May 1909 and statement by Mr. Prentice (Appendix, pages 127 and 139).



289. Another point on which the representative of the Indian community laid stress was the severity of those portions of the Ordinance which relate to illegal absence, desertion, and neglect or refusal to work. In connection with this subject he drew attention to a fact which had already been noticed by us, the large number of convictions for offences against the Labour Law, amounting to no less than 1,869 during the year 1907-8 for a total indentured population of 11,506, or about 16.5 per cent. There has been in this respect a decided increase since the year 1901. In that year the number of convictions was 1,010 for a total indentured population of 7,359, giving an average of less than 14 per cent. In 1902-3 the number of convictions rose to 1,730 for an indentured population of 8,800, thus approaching an average of 20 per cent. It has since decreased, but has remained at an average not less than 16 per cent.

290. It seems clear that on really well-managed estates no necessity is found for this frequent recourse to legal penalties. The full number of working days in the year for an indentured labourer is 280, allowing for 52 Sundays, 7 public general holidays, and 26 days leave provided for in the Ordinance, being one day for each fortnight of regular work. According to figures with which Sir Nevile Lubbock was good enough to supply us as to the work of the indentured immigrants on the New Colonial Company's estates in Trinidad for the year 1904-8 the average of days worked was 63.2 per cent. or about 177 days. Of the remainder 13.3 per cent. (say 37 days) were lost by absence with leave, 12 per cent. (34 days) by absence without leave and desertion, 9.7 per cent. (say 27 days) by sickness, and only 1.7 per cent. (five days) by imprisonment.\* The evidence of Mr. Murray, who spoke from a prolonged experience in managing estates both in British Guiana and Trinidad, is very distinct. He considered that it was necessary that penalties including imprisonment should be provided by the law, but that it was a mistake to have frequent recourse to them.

Q. 11,825-7.

291. The question is by no means free from perplexity. The employer is held liable for the welfare of his indentured labourers and is bound to provide them with the opportunity of earning their legal wage on every working day in the year. In order that he may not encourage or permit his labourers to abscond when work is slack the employer is bound under penalties to prefer a charge against any deserter within 15 days of the offence. Absence for three full days from the plantation without leave constitutes desertion and therefore necessarily entails prosecution, with a penalty of fine or imprisonment on conviction. But, further, unless two-thirds of the adult male indentured labourers on his estate earn an average of at least 6d. a day for every day in the year, the employer is liable to be refused any further supply of labourers. We understand that though the estates which have become liable to these penalties are reported each year, the penalty has never been enforced, but it is necessary for the employer to show sufficient grounds to justify exemption. In order that the labourer shall earn the stipulated amount at the ordinary scale of wages it is necessary that he should work for 176 days in the year. It appears from the returns contained in the reports of the Protector of Immigrants that the average number of days worked in one year by the whole body of indentured labourers, male and female, does not exceed 189, some 91 days being lost for one cause or another. Part of this loss is due, of course, to illness, and it may be supposed that among the adult able-bodied labourers the average loss is smaller. But it was explained by several witnesses that men not infrequently obtain permission to absent themselves from work on the ground that they do not feel well enough, without actually needing medical treatment. The Committee of 1905 remark in that part of their report which deals with the amount of wasted labour, "It may be added, we think, that a very high standard of industry cannot reasonably be expected from field labour in a tropical country." It may be imagined that a manager afflicted with an unsatisfactory supply of indentured labourers, with little disciplinary power of punishing idlers, and having before him the fear that the estate may not attain the prescribed standard of earnings, may at times feel himself compelled to resort to legal procedure against idleness in cases where he would naturally prefer a less severe course, so that he may at least show that the deficiency of earnings is not due to his want of diligence.

Murray,  
11,729.Lubbock,  
2505.  
Abel,  
12,907.

292. We submit that there are grounds for an inquiry on the spot into the working of the provisions of the Ordinances which deal with the penalties imposed on the indentured labourer for breach of contract and absence from work, and

\* See Statement printed in Appendix, page 138. See also statement by Mr. Prentice, *ibid.*, page 139.

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also with regard to the further complaint made by Mr. Fitzpatrick that labourers imprisoned for such offences are confined in company with criminals sentenced for offences of a more serious description. Attention was called to this point in Surgeon-Major Comins's Report (page 49).

Warner, 8674  
*et seq.*  
Coombs, 9104  
*et seq.*  
Morton, 10,581-5.  
Hosen, 9793-7.  
Murray, 11,729.

293. We were assured by several witnesses that the provision of the Ordinance which sanctions the arrest without warrant of any immigrant found without a pass outside the limits of the estate on which he resides is not exercised in any harsh or stringent manner, and is simply used for the purpose for which it is designed, to repress desertion and enticements to the coolie to wander. We have not been able to procure any statistics of the number of arrests made under this enactment, but we think that an inquiry might also be made into its working, and as to whether it is necessary still to maintain it in its present shape, whether the right of arrest without warrant might not be specifically limited to cases where there are reasonable grounds for believing that the immigrant is a deserter or contemplates desertion, and whether the period of absence from work which constitutes desertion, now fixed at three days, might not be extended to seven days as in British Guiana, or to some intermediate period. As we have already noticed, the power of making these arrests is limited by the Ordinance of 1903 to certain persons specially authorised.

294. Finally we would say, in leaving the question of the condition of the Indian population, that we view with much sympathy, and would recommend to the consideration of His Majesty's Government, the plea advanced by Mr. Fitzpatrick that they should be allowed some representative on the Legislative Council in addition to the Protector of Immigrants. It is in our opinion a remarkable testimony to the quiet contentedness of the Indian community and to their natural indisposition to take any active part in political controversy, that, although they have come to form so considerable a portion of the population of the colony, there has been no agitation for the purpose of claiming this privilege up to the present time.

Question of  
continuance of  
Indian immi-  
gration.  
Morton, 10,581,  
10,584-9.

295. We have, lastly, to deal with the question whether it is desirable that the system of Indian immigration should be continued under its present conditions. The general burden of local opinion is undoubtedly in favour of its continuance. Resolutions have been passed both by the Trinidad Chamber of Commerce and the Agricultural Society expressing the conviction that the continuance of East Indian immigration is essential for the prosperity of the colony.\* Mr. Fitzpatrick, as delegate of the Indian community, stated that they were in favour of immigration and that it was admitted to be for the benefit of the colony. It is worthy of note that notwithstanding the large number of immigrants that have been introduced, the complaints of scarcity of labour were so serious in 1905 that a Special Committee was appointed by the Governor in April of that year to investigate the causes and suggest a remedy. The Committee collected much information, and eventually reported in February 1906. They found that there was a general scarcity of agricultural labour, especially noticeable in connection with the sugar industry, and that the chief causes were: (1) the development of agricultural industries; (2) migration of labour owing to depression in the sugar industry; (3) the development of the system of cane farming; and (4) loss of labour through sickness, absconding, &c. Among various remedies they recommended a temporary increase of immigration from 2,400 to 3,000 per annum. This recommendation was practically unanimous, as one member of the Committee who differed on some other points agreed in recommending this increase for a definite period of five years. It appears to us, both from the facts given in the Report and from other evidence, that so long as the system of breaking up a considerable portion of the sugar estates into small farms is in progress, and so long as grants of the Crown lands still undeveloped are made at moderate prices—and both these measures are strongly (and, in our own opinion, wisely) recommended by the West India Commission of 1897 (secs. 280, 281, 286, 287, pp. 36, 37)—so long will the need for imported labour be more or less felt. At present we are informed that there is still a large portion of the cultivable lands of the island available for distribution, and if this be gradually alienated on careful and well considered lines we see no reason why the East Indian immigration should not be continued on a corresponding scale, with general benefit to the colony and without injuriously affecting the wages of free labour. The evidence seems to us to prove that the labour primarily imported for the benefit of the planter subserves other

Warner,  
8707, 8725-  
32.

Lubbock, 2465,  
2480, 2597-8.  
Knaggs, 8527,  
8562-76.  
Morton, 10,581.  
David, 5635-8,  
5648, 5680-5,  
6003, 6041 *et seq.*  
Lamont, 9358.  
Knaggs, 8577.  
Lamont 9421.

\* See Governor's Despatches of 29th May and 19th June 1909 (Appendix, pages 131, 132.)

purposes which are of direct benefit to the community at large. On the other hand, notwithstanding the opinions expressed to us by the Hon. C. P. David, which must necessarily be founded on conjecture,\* we apprehend that any attempt to put an end to the immigration either suddenly or within a short term of years would inevitably have a most serious effect on the sugar industry and on the colony generally, as its prosperity still depends to so considerable an extent on that branch of its products.

296. There has been much discussion in the colony whether the incidence of the expenses consequent on the immigration is justly divided between the planters and other portions of the community, and this question was brought before us by several of the witnesses. It was argued that the export tax on sugar and other products is in part paid by the small cane farmers and cocoa planters who do not employ indentured labour. It seems true that this is the case, but an increased burden on the planter in any other shape would equally affect the price he can afford to give for canes, and it is to be borne in mind that the prosperity of these industries is dependent on the central factories and large proprietors who do require indentured labourers. One witness, Mr. N. Lamont, M.P., who had discontinued the employment of indentured Indians and subsequently broke up his sugar estate entirely into small farms, stated that he had been compelled to give up his factory altogether as he found that the pressure of the tax made it impossible for him to compete on equal terms with other proprietors who employed the indentured coolies. Other witnesses, however, expressed their opinion that this was not the sole cause of loss of profit. The subject was carefully examined by the Special Committee of 1905, who came to the conclusion that the present system was, on the whole, not unjust, and even recommended (with one dissentient voice) that the contribution from general revenue should be raised from one-third to six-fifteenths of the total expenditure. It is to be borne in mind that various articles consumed specially by the Indian population are subjected to customs duties, and that in this way the immigrants make a considerable contribution to the revenue.† Mr. Fitzpatrick on behalf of the Indian community, stated that they considered the contribution from the revenues of the colony to be fair and just, and it must be remembered that the system of State supervision operates for the general benefit of the Colony as well as for that of the labourer.

Lubbock, 2481.  
Richards, 7336  
*et seq.*  
Knaggs, 8833-4.  
Murray, 11,781-2.  
Warner, 8714  
*et seq.*, 8734 *et seq.*  
Lamont, 9331-2,  
9335 *et seq.*  
9402 *et seq.*  
David, 6005  
-7057.  
Murray,  
11,772,  
11,776.

Murray,  
11,834-5.

Q. 12,042.

297. On the whole we feel that we have heard no evidence of so convincing a character as to justify our recommending any immediate change in the present arrangements. The efforts of the Government should, however, in our opinion, be directed towards restricting the importation within the limits absolutely required to meet the needs of the estates, and to its gradual reduction as those needs diminish or can be met from other sources of supply.‡

## JAMAICA.

## JAMAICA.

Past history  
of immi-  
gration.

298. The case of Jamaica differs from that of the two colonies (British Guiana and Trinidad) which we have just discussed, in that parts of the island are thickly populated, and that in certain districts the sugar-growing estates can command a sufficient supply of Creole labour. Nor is the island so dependent on sugar production as some of the other colonies.§ As might be expected in these circumstances, the importation of Indian labour has been far less. The total area of the island is 4,200 square miles, and the population is now estimated at 830,000, of which the Indian population counts for only a small percentage as compared with

\* Mr. David was of opinion that if the supply of indentured labour were stopped the wages of agricultural labour on the sugar estates would rise from 25 cents. to 36 cents. a day, and that no serious results would follow. But the Committee of 1905 estimate that a rise from 25 to 30 cents. would increase the cost of sugar by 11. 8s. per ton.

† See Mem. from the West India Committee; Appendix, p. 138. The average annual revenue received during the past five years from customs duties on ghee, opium, ganna, and rice was 30,486l., nearly double the amount contributed from general revenue towards the expenses of immigration.

‡ We do not in principle differ from the views expressed on this subject by the West India Royal Commission in paragraph 802 of their Report. But we are impressed by evidence, which possibly was not before them, as to the extent to which Indian imported labour is employed on public works, and contributes to the development of peasant proprietorship (see Sir N. Lubbock's evidence, 2484, 2579; Professor Cadman, 4276-8).

§ Bananas are now the chief export of the Colony, and were valued in 1907-8 at no less than 1,038,721l. Sugar and rum come next with 275,000l., then cocoa (151,903l.), and coffee (141,310l.). All these products are grown on a considerable scale on plantations, but it appears to be only for the banana and sugar estates that the services of Indian indentured immigrants are required. As regards the districts which can rely wholly on native labour for the sugar plantations, see Sir S. Olivier's evidence, 8028 *et seq.*, 9051 *et seq.*

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British Guiana or Trinidad. The introduction of coolies from the West Indies began in 1845, in pursuance of a resolution of the Colonial Legislature to make provision for the importation of 5,000 hill coolies, and the reconveyance of such of them as might, after the termination of five years, wish to return to India. Under this arrangement 4,500 immigrants were introduced in 1845 and the two following years. These people were under no obligations to ensure steady and continuous service. They were at liberty to enter into contracts for any period not exceeding one year, with any planter, and, at the expiration of that time, they could renew the contract or find an employer elsewhere. The only penalty on the unemployed immigrant was the payment of a fine to the Government of five shillings for every month he passed out of "industrial contract." Under these circumstances many, we are told, left their employers, the weaker portion fell into ill-health, became vagrants, and went about the country begging. Less than one-third of the immigrants remained in the island as agricultural labourers; of the remainder, one-half returned to their native country, the rest died or disappeared. The cost to the Colony was about 80,000*l.* There was no further immigration till the year 1860, when legislative sanction was obtained for a loan of 150,000*l.*, to be raised in three instalments of 50,000*l.* each, for expenses of immigration, the interest and sinking fund being secured by a tax on exports and by the payment by the employer of 5*l.*, in five yearly instalments, for each immigrant allotted to him. Provision was also made for indentures for two years, with further contracts of not less than one year's duration up to the total amount of five years, and power was given to the Governor to impose stringent regulations on the employers with regard to the lodging, food, clothing and medical care of the immigrants. Under this arrangement about 4,600 immigrants were introduced in the years 1860 to 1863. Immigration was then again suspended, principally on account of complaints of the unsuitability of the immigrants sent out. The conditions prevailing on the estates continued unsatisfactory, and in 1867 the Governor, Sir J. P. Grant, appointed a Commission to suggest improvements. The result was the introduction of the Immigration Law of 1869. This was the first law promulgated in any colony which put the relations between employers and their indentured labourers on a satisfactory footing. The planter was bound to provide regular work, the wages for an adult male being fixed at one shilling for a nine hours' day. Rations were to be provided on a scale and at a price fixed by Government, and proper arrangements were to be made for housing and medical attendance. The term of indenture was fixed at five years, and after that period the immigrants were free to dispose of their labour as they pleased, whether in the service of employers by the day, week, month, or year, or by setting up for themselves in independent occupations. Under this law immigration continued briskly up to 1876, 9,000 East Indians being admitted.

299. In that year the financial arrangements for the introduction of East Indians broke down, the borrowing powers under the legislation of 1858-1860 having been exhausted, and fresh loans being necessary to cover increasing deficits. Further importation was suspended pending readjustment; a Select Committee of the Legislative Council was appointed to consider the question, and a prolonged and heated controversy ensued as to the precise extent to which Government aid should be given to importers of labour. As there has been little change since then in the numbers of the Indian immigrant population, which has actually decreased from 14,889 in 1879 to 13,821 in 1908, or in the economic position of the island, except the development of banana cultivation, it is worth while to review at some length the conclusions then arrived at. They are set forth, together with many pages of correspondence, in a Blue Book presented to Parliament in 1879.\* The Secretary of State for the Colonies, Sir M. Hicks-Beach, in his despatch of July 6th, 1878, in discussing the former financial arrangements, states that for the years 1874 to 1876—

"less than one-third of the gross expenditure was paid by actual employers of coolies, nearly one-fourth was paid from other sources, whilst five-twelfths constituted a debt for which the planters were responsible, but from which it has now been proposed to relieve them."

300. The Governor, Sir A. Musgrave, described the state of feeling in the Colony as follows in a despatch to the Secretary of State, March 8, 1878:—

"Even among the proprietary body and the more educated classes of the community there are three different grades of opinion to be encountered. There is an intelligent and influential section, who are

\* Correspondence relative to the Financial Arrangements for Indian Coolie Immigration to Jamaica, 1879. [C. 2437.]

altogether opposed to Indian immigration as hitherto conducted, and to any expenditure from the public purse for this purpose. Another, and this a division of the agricultural body, are not opposed to immigration on the same grounds, but they regard the system as expensive; they do not themselves want immigrant labour, and object to being taxed to furnish it to other people. A third, and this is the one which manages to make itself most loudly heard, is ready to have immigration at any price, provided that someone else pays the whole or the larger part of that price."

301. The decision ultimately arrived at was that the Colony should relieve the planters of the existing debt charge (amounting to some £140,000*l.*) and should undertake all hospital and medical expenses and the payment of bounty granted to such immigrants as agreed to remain in the island in lieu of the return passages guaranteed to them by their contract. The salaries of the officers of the Immigration Department in the Colony and in India and the cost of return passages of former immigrants were to be paid from the Immigration Fund constituted from the sugar and rum duties which fell on the general body of planters, while the entire expense of recruiting in India, exclusive of the salaries mentioned above, together with passage money and the cost of the return passages of new immigrants, were to be defrayed by the employers. Law 18 of 1879 was passed to give effect to this settlement. Few immigrants, however, came in under these arrangements, the total number of arrivals in the years 1878 to 1885 being only 3,300, and immigration was discontinued altogether in the latter year. Its subsequent history is told in the Note on the alleged competition between coolie and Creole labour in Jamaica prepared by the Protector of Immigrants in 1908, which is printed in the Appendix to our Report, p. 78. The note shows that the planters had great difficulty in obtaining labour in 1889 and 1890, and a Select Committee was appointed to make an inquiry. It was then decided, before importing East Indians, to make an effort to obtain the necessary supply of labour in the Colony. Employment under contract for one year with all the rights and privileges secured to East Indian immigrants, excepting, of course, such as related to return passage, &c., together with a bonus of 2*l.* on the expiration of the year's contract, were offered to the native labourer and the offer was widely published, but there was no response. Immigration was accordingly reopened in 1891 and continued till 1897, when it was stopped owing to plague in India, and another attempt to get the native population to engage was made without success. In 1899 and 1900 coolies were again imported from India, but in 1902 a third effort to attract native labourers was entered upon. On this occasion it was decided that they should not be asked to sign any contract, but should be given the opportunity of removing from the more crowded parts of the island to places where remunerative work on the estates awaited them. This attempt too met with little success and the scheme was ultimately abandoned. Indian immigration was recommenced and during the last five years some 3,000 coolies have come in, while about half that number have left the island. Meanwhile the financial arrangements were altered by Law 14 of 1891, which abolished the sugar and rum duties, made the general Revenue liable for the salaries of the Protector and his staff, and of the Recruiting Agent in India, and fixed an indenture fee of 17*l.* 10*s.* to be paid in instalments spread over five years by the employer for every immigrant allotted him. Under Law 20 of 1891 the employer also pays a fee of 1*s.* weekly for each immigrant employed by him who has completed five years' industrial service but not 10 years' residence. The fees payable under both these laws are credited to an Immigration Fund, on which falls all expenses connected with immigration except the salaries above mentioned and the medical charges. If there is a deficiency or a surplus in the Fund the indenture fee of 17*l.* 10*s.* may be raised or lowered accordingly. In connection with the question of the extent to which the cost of immigration is paid by the Colony, it may be noted that there is a somewhat heavy duty on rice, the staple food of the immigrant, viz., 3*s.* per 100 lbs., and that this duty in 1908 contributed the sum of 17,726*l.* to the general revenues. On the other hand the charge on Colonial Funds\* has since 1891 averaged only 3,000*l.* annually in addition to a share of the general medical expenditure of the Colony and tends to diminish.

Olivier 8047,  
9053.

302. The result of the introduction of measures by which the cost of importation of Indian labourers falls almost entirely on the planters and on the Indians themselves seems to be that the feeling of opposition in the Colony has to a great extent died away. There is still, however, a section of opinion greatly opposed to further State-

Opposition  
to the  
system.

\* See Statement attached to the Governor's despatch of 4th December 1908. (Appendix, p. 78.) In the Annual Report for Jamaica for 1908-9, the charge for immigration in 1907-8 is put at 1,410*l.*, in 1908-9 at 1,089*l.*

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Olivier, 8033  
et seq., 9058.

Edwards,  
10,109,  
10,120.

Appendix,  
p. 84.

The Immi-  
gration Law.

aided immigration. This view was put before us by Mr. Josiah Edwards, a coloured doctor of medicine, resident in Jamaica, who has many supporters among his compatriots. It is also strongly held by the Jamaica Baptist Union, which contends that there is more than a sufficient supply of labour in Jamaica to meet all demands, and that the employers who require imported labour should make their own arrangements without any aid from Government. The observations of the present Governor, Sir Sydney Olivier (who also gave oral evidence before the Committee), in his despatch of 6th April, 1909, and 7th February, 1910, printed in the Appendix (pp. 84-5), seem to us to convey a complete reply to this contention. His published views lend great weight to his authority on a question of this nature, and his conclusion, with which we find ourselves in full agreement, is that there is indeed ample labour available in the island, but that the labourers, except in certain districts where land is scarce and the people comparatively poor, do not care to work on estates for the wages or under the conditions on which alone the cultivation of the crops can succeed. Planters would prefer that the industries should if possible be carried on solely with the aid of Creole labour, but, as this is not available in many places, it appears to them, and to the Government of the Colony, expedient in the interests of the island "that estate industries should not be allowed to collapse so long as Indian immigrants can be obtained for them on terms advantageous both to themselves and their employers." The arrangement does not operate to the disadvantage of the Creole labourer. We are therefore of opinion that a clear case has been made out for the continuation of the immigration system on its present lines.

303. The principal Immigration Ordinance, which defines the respective rights and duties of employers and their indentured labourers, is Law 23 of 1879, which consolidated and amplified the previous law, and has been but little altered by subsequent amendments. It differs from that of other colonies in that the term "immigrants" is restricted to persons who have not completed 10 years' residence in the island and their children. In 1891, however, the law already referred to was passed to induce natives, as well as those East Indians who had resided 10 years, to indenture themselves for one year, and to apply to them most of the provisions of the Law of 1879 which govern the relations between employers and indentured labourers. The general purport of the immigration law as contained in the Laws of 1879 and 1891 and subsequent amendments does not differ very much from that of the law of other colonies, but there are certain points to which attention was called by Dr. Comins, who visited the island immediately after the passing of the Law of 1891, and on which we have been furnished with a report from the Governor as our attention was unfortunately not drawn to them in time to admit of our making inquiries concerning them when he attended for the purpose of giving evidence.

304. The provisions of the Ordinance to which we refer are the following:—

"Section 48. Every adult in the absence of any express agreement to the contrary . . . shall be bound to work . . . for nine hours of each day except on Sunday, Good Friday, New Year's Day, and Christmas Day, and such other days to be observed as festivals, according to the national custom of the class of immigrants to which such immigrant is registered as belonging, as the Governor from time to time sanctions and appoints."

On this Dr. Comins observed that as the employer (section 39) can claim "lost days" and extend the indenture for the number of days on which a full day's work was not given, nine hours every day in the week except Sunday for five years in succession was more than could be reasonably expected of any man.

"Section 49. Every adult being a male of the age of 16 years or upwards shall be paid by day wages at the rate for each working day of not less than 1s. per day. . . . Every such immigrant shall be bound to do every working day a fair day's work of nine hours a day, having regard to his or her age and strength."

Dr. Comins suggested that after the words "one shilling a day" the words "of 7½ hours" should be inserted and referred to the British Guiana Ordinance of 1891, section 95 of which fixes a seven hours' day.

305. Dr. Comins's Report, when received, was forwarded to the Governor of the Colony, and his recommendations were commented upon by the Protector of Immigrants, who pointed out that several of them had already been carried out. He gave reasons for not making any change in the sections of the Ordinance which we have quoted, and after consideration of his observations it was decided that no action was required. It appears from the Governor's despatch now received that these reasons are still held to be sufficient. As regards extension of indenture

for lost days, it is pointed out that the only lost days which immigrants are required to make good are days spent in prison or desertions. In addition to the three holidays provided by the Law of 1879, the immigrants are allowed two days' leave for the great celebration of the Taziyah (Muharram) festival. But in practice, although the law requires six days' work in the week, it is the universal custom for all indentured immigrants to get a half-day's leave on Saturday (whether in or out of crop time). Moreover, after the first three months of residence in the Colony, the immigrants may claim to work by task and not by day labour, and it is stated that they invariably do so. All rates of task must be approved by the Protector, and no rate is approved unless it is sufficient to afford to a male of 16 years of age and upwards at least 1s. a day with no more than ordinary exertion. The present Protector of Immigrants reports that as a rule the labourer can complete his task in much less than nine hours, and it is optional to him to take up another task the same day or not. Mr. Doorly gives it as his opinion that the immigrant would gain nothing, and would probably lose a great deal, if the law was amended as suggested by Dr. Comins. This was also the view expressed by the previous Protector of Immigrants, Mr. Cork, in his elaborate memoranda of December 1893 and September 1894, in the former of which he explained that the nature of the soil in British Guiana necessitated more severe effort and consequently a shorter period of work than was required in Trinidad or Jamaica.

306. Dr. Comins also objected to the provisions of sections 11 and 13 of Law 20 of 1891, which impose a payment of one shilling weekly on the employer who engages a free immigrant, and compel him by a heavy penalty to give notice to the Protector that he has engaged him. By section 2 of Law 13 of 1905 these free immigrants have now to report their places of residence quarterly to the police or the Protector, and last year several were summoned for not doing so. Dr. Comins argued with considerable force that these provisions, which are not in force in other colonies, must have a tendency to restrict the employment of the free immigrant, and so to limit his prospects on the expiry of his five years' indenture. They were introduced in order to ensure that all persons employing East Indian immigrants during their first ten years' residence in the island should contribute something to the cost of their importation and return passage. The same object is attained in some other colonies by the export duties on sugar, rum, and other products for which indentured labour is employed, or by acreage taxes on land cultivated by such labour, which are credited to the Immigration Fund, but it is very probably the case that a similar arrangement would not work fairly in the very different circumstances of Jamaica.

307. When Dr. Comins wrote the system was being introduced, and the Inspector of Immigrants, in his comments on Dr. Comins's Report, frankly admitted that there were objections to it, though he thought that Dr. Comins exaggerated the ill-effects which were likely to result. He thought that planters might possibly be deterred from employing any but the most satisfactory and efficient Indian labourers, as they became liable to the tax for the whole period during which they accepted service from the coolie, while they had no remedy for irregular or unsatisfactory work except dismissal. The Governor doubted whether there was much ground for apprehension, as labour was scarce in many parts of the island, and the usual mode of employment was by the task and not by time wages. Now, after 13 years of experience, the present Governor reports that although he is not satisfied that it is altogether a desirable method of raising revenue, he does not think it would be prudent to disturb the existing arrangement until some more acceptable means of maintaining the stability of immigration finance can be devised. He adds that he does not think that any hardship has in practice been occasioned to the immigrant by the working of the law, and he observes that free hospital treatment is given to all second-term immigrants, while cases of destitution are maintained at the expense of the Immigration Fund until an opportunity offers for their repatriation. The fact that out of the 7,500 Indians who are employed or resident on the estates only 2,200 are under indenture, the remaining 5,300 being free labourers, seems to show that the demand for coolie labour is considerable, and it may very well be that the contribution which the employer has to pay to the Government while employing the second-term immigrants has no sensible effect to their detriment. This seemed certainly to be the impression of Mr. Edwards, who himself employs them. The question must be decided by observation on the spot, and we can only say that it is one which should not be neglected, because any regulation which would place the immigrant at a serious

Q. 10,127  
10,131-5.

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disadvantage during the second five years of his residence in the island would in effect be a breach of the contract on the faith of which he has been induced to leave India.

308. According to the Immigration Laws, 1879-91, the employer has, as in other colonies, to provide a suitable dwelling, but there is no provision for fuel and water. The regulations, however, require inspection by medical officers of stores and water supply.

309. Estate hospitals were abolished in 1879; and sick coolies are now sent by the employer to the public hospitals established at central places, where they are treated at the expense of the colony. Dr. Comins preferred the system of plantation hospitals, which is in force in all the other colonies, and also complains that according to section 65 of Law 23 of 1879 the district medical officer has only to pay quarterly visits to estates; but the Protector of Immigrants gave sufficient reasons for these changes, pointing out that in view of the comparatively small number of coolies employed on any one estate the new system was preferable. Dr. Clare, who gave evidence before us, and who had considerable experience both in Jamaica and Trinidad, expressed a strong preference for the Jamaica system of central hospitals, and we are not disposed to make any recommendation in the matter.

Q. 10,263  
et seq.

310. Absence from work and similar offences against the labour law are punishable with fine, imprisonment being inflicted only in case of non-payment, except that a deserter, *i.e.*, a person under indenture, who is found during the ordinary hours of work, on any day except Sundays or holidays, at a distance of more than two miles from the estate on which he is indentured without a pass, is liable to be arrested and brought before the Protector of Immigrants or a magistrate, who may sentence him to imprisonment for a term not exceeding 30 days.\*

311. There have been constant alterations in the law concerning the immigrant's right to a return passage. By the original law he was entitled after 10 years' residence to a free passage, which could be commuted for a grant of 10 acres of land, or for a bounty of 10*l.*, subsequently raised to 12*l.*, but the bounty was abolished in 1879. The grant of land was also abolished in 1897, and two other changes made after consultation with the Indian Government. One-fourth of the passage money in the case of males and one-sixth in the case of females was to be payable by the immigrants themselves and the right to an assisted passage was to be lost unless claimed before the 10 years of residence had expired. In 1899 the proportion payable by the coolies themselves was raised to one-half for males and one-third for females, and in 1903 it was decided that claims for an assisted back passage must be made within two years of the completion of ten years' residence, and this is the law at the present time. The right to a grant of 10 acres of land was revived in 1903, but in 1906 it was again cancelled. The Protector of Immigrants recently reported that the experiment of making such grants entailed much expenditure for surveying, allotment, and road-making which was not justified by results, and Sir H. Blake mentioned in his evidence that the Indians were generally well enough off to purchase land, which they could choose for themselves. It does not appear that there is any difficulty in obtaining small parcels of land, and the West India Royal Commission mention in their Report (section 493) the growth of small holdings.

Blake, 2658.  
Appendix,  
p 69.

Morris, 751.  
Edwards,  
10,161-3.

312. According to the most recent returns about 7,500 of the East Indians or rather more than half of the total number live or are employed on estates. Of the remainder, a considerable number are cultivators and 8,415 acres of land valued at 47,160*l.* are owned by 1,547 persons. There are 330 shopkeepers who paid last year 192*l.* for their trade licences and 82 dealers in spirits who paid licence duty amounting to 835*l.*; 868 persons had at their credit in the Government Savings Bank 14,542*l.*, and 119 remittances, totalling 369*l.*, were made to India during the year. The figures all show an appreciable increase on those of past years and are evidence of the general prosperity of the immigrants. We are, however, deeply sensible of the benefit which they derive in some colonies from a definite scheme of land settlement,

See also  
Blake, 2666,  
2668.

\* We have found no statistical returns of the number of arrests effected under this provision of the law, but they are apparently very inconsiderable. In the yearly reports of the Inspector-General of Police it is mentioned that in 1908 two coolie deserters were apprehended through the means of the Police Gazette. In the year 1909 the number so apprehended was six. In the reports of the Protector of Immigrants it is stated that on the 31st of March 1909 one immigrant was undergoing imprisonment for desertion. On the same date in the previous year there was no prisoner detained on this charge.



and would urge that any favourable opportunity should be taken to encourage those East Indians to stay in Jamaica and acquire agricultural holdings in preference to claiming return passages to India after their 10 years' period of residence has expired.

313. No statement of the earnings of indentured immigrants is included in the Protector's annual report, but he states that while "many of the coolies make exceedingly good wages, the general average is reduced by the poorer earnings of those who are sick or lazy and there is nearly always a fair proportion of the latter." Complaints against indentured immigrants for breaches of the labour law can be heard either by the Protector (or Inspector) of Immigrants or by a Resident Magistrate. They numbered in 1907-8 239, of which all but two ended in convictions. The percentage of convictions to the indentured population was 8.43, an improvement on previous years. It would appear that the offences were mostly of a trivial character, punishable with fine only.

314. In Jamaica, as in other colonies, the Indian community is said to be a valuable element of the population, industrious, contented, and orderly.

Olivier,  
9067.  
Edwards,  
10,120.  
Johnston,  
3983.  
Edwards,  
10,114.  
Clara,  
10,261.

315. No mortality figures are available for the East Indian population as a whole, but among indentured immigrants and their children the death rate was 23.1 per mille and the birth rate 36.7. The physical improvement of the immigrant after some years' residence in the island, though not so marked as in British Guiana and Trinidad, is still said to be sufficiently evident.

316. These statistics afford reliable evidence that the general condition of the Indian immigrants in Jamaica is satisfactory both during their term of industrial service and when, after the expiry of the period of residence which entitles them to an assisted passage, they are no longer "immigrants" in the technical sense, but become merged in the general population of the colony. We have, therefore, only to repeat our recommendations that every care should be taken to secure for them full opportunities of employment during the intermediate five years after the expiration of their indentures, and that the Government should offer them such facilities and inducements as are possible for the acquisition of land.

#### WINDWARD ISLANDS.

317. The immigration of East Indians to the Windward Islands is now a matter of history, for the study of which, it may be added, at least as regards the later stages, the materials have been somewhat difficult to collect. The earlier stages, from the commencement, dating in Grenada from 1856, in St. Lucia from 1858, in St. Vincent from 1861, down to 1870, are described in detail in Mr. Geoghegan's Report on Coolie Emigration from India, to which allusion has been made in a previous portion of our Report. For the later period we have had mainly to rely on Dr. Comins's valuable Note on his visit to St. Lucia, and such information as can be drawn from the different Colonial Ordinances with regard to immigration, from the reports of the Immigration Departments, and from the references to the subject in Appendix C., Vol. III., to the Report of the West India Royal Commission of 1897. We have also consulted the reports of the Special Commissioners who visited Grenada in 1879 and St. Vincent in 1882. The former of these reports, with the correspondence leading up to it, is contained in two Parliamentary Papers (C. 2249 and C. 2602); the latter does not appear to have been published.

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ISLANDS.  
History of  
immigration  
in the  
Windward  
Islands.

318. In all three Colonies immigration was of an intermittent character. It continued, however, at longer or shorter intervals, in St. Lucia down to 1893, in Grenada to 1885, and in St. Vincent to 1880. The total numbers of immigrants introduced within these periods were in St. Lucia 4,427, in Grenada 3,792 (approximately), and in St. Vincent 2,507. The East Indian populations in St. Lucia and Grenada at the last census (1901) were 2,523 and 2,262 respectively. For St. Vincent no figures are available.

319. The immigration machinery, during the last years of its operation, did not greatly differ, in essentials, from that adopted in Trinidad and British Guiana. It is unnecessary to analyse it in detail throughout; but there are a few minor variations, especially as regards the method of defraying the cost of immigration, which it may be of interest to note.

Provisions  
of the Im-  
migration Law.

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320. In each case the cost of introduction, supervision, and repatriation of the immigrants was met from a general Immigration Fund, maintained partly by means of indenture fees payable by employers and partly by export duties on produce. In St. Lucia and St. Vincent provision was also made for raising loans to meet the immediate necessities of the Fund, a system which eventually occasioned considerable discontent, as the liability for repayment of the loans remained to be met after immigration, with its countervailing advantages, had ceased.

St. Lucia.

321. In St. Lucia, the indenture fee was fixed at 16*l.* for each immigrant, or such smaller sum as might be decided by the Governor-in-Council. One-fifth of this amount was payable before allotment, and one-fifth at the beginning of the 2nd, 3rd, 4th, and 5th years of the immigrant's service. The export duties were fixed at 4*d.* per 100 lbs. of sugar, 1*s.* 6*d.* a bag on cacao, and 1*s.* a puncheon on molasses. They were supplemented by an import duty of 4*d.* per lb. on tobacco, and fees of 8*d.* per diem, payable by the employer, for each immigrant admitted to a General or District Hospital, or Poor or other Asylum. The maintenance of separate estate hospitals was not required by law.

322. The wages of an adult male immigrant were fixed at 1*s.* for a full day's work of nine hours, similar to that which obtains in Jamaica, but noted by Dr. Comins as a longer period than constitutes a task in British Guiana. For task-work the wage was not to fall below this limit in any event: otherwise it was governed by the ordinary market rates. Rations were issuable by the employer for the first nine months of indenture or more, the value being deducted from the immigrant's wages.

323. After 10 years' industrial service, or on disablement, the immigrant was entitled to a free return passage to India. If he preferred to remain in the Colony he was allowed to commute his right to a passage for a grant of money or land, a privilege of which, as regards the grant of land, advantage appears never to have been taken. Four years after the arrival of the last shipment of coolies an ordinance was passed, without prejudice to existing rights, requiring contributions from the immigrants themselves to the cost of the return passage, to the extent of one-fourth in the case of males and one-sixth in the case of females.

Grenada.

324. In Grenada the employer's direct contribution to the Immigration Fund was 10*l.* in respect of each adult immigrant, payable as regards one-tenth part only in cash down, and as regards the balance by promissory notes. On re-indenture, the period of which, as in St. Lucia and St. Vincent, was limited to 12 months, a bounty of 2*l.* was paid to the immigrant by the employer, through the medium of the Immigration Fund.

325. A central hospital was required to be erected in each parish at the charges of the Immigration Fund, with the proviso that in any parish where there were less than 100 immigrants the employer should erect a private hospital at his own cost.

326. The rules as to wages, rations, and return passages were similar to those in St. Lucia, with the exception that the period for which rations were to be issued by the employer to a newly indentured immigrant was fixed at three months instead of nine.

St. Vincent.

327. In St. Vincent the direct contribution of the employer to the cost of immigration was limited to one-fourth of the cost of introduction. The remainder was paid through the medium of export duties, supplemented by occasional loans, for which, in the last resort, the general revenues of the Colony were liable. On re-indenture the immigrant received a bounty at a rate agreed upon between him and his employer.

328. Wages were fixed by law at the low rate of 10*d.* per diem for an adult labourer. On the other hand the employer was bound to provide rations for the first month of indenture, at his own charges, and each estate was required to provide a separate hospital. The immigrant was entitled to claim a free return passage to India, or a corresponding bounty, after 10 years' industrial service; but the right was forfeited if not claimed within 18 months after the expiration of the qualifying period.

Effects of  
the system.

329. We have no criticisms to make upon this legislation. The machinery set up, if properly worked, and not disorganised by causes beyond the control of the legislature, appears to have been adequate to ensure the well-being of the immigrants and the fulfilment of the contract between them and their employers. As a matter of

fact this result appears from Dr. Comins's report on St. Lucia, and from the other evidence available, to have been generally achieved in that island down to the collapse of the sugar industry in the last decade of the 19th century. The immigrants were industrious and law abiding, and earned a fair rate of wages, and the rate of mortality among them was exceptionally low. But the standard, owing to faulty inspection or other causes, was not by any means invariably maintained in the other islands of the group. In St. Vincent, to judge from the report of the Commissioner sent by the Governor of the Windwards in 1882 to investigate the system, the condition of the immigrants at that time was far from satisfactory. The actual rate of mortality among them, in consequence of the remarkable healthiness of the climate, was not excessive, indeed surprisingly low, and the wages paid for tasks actually performed were not inadequate. But the complete neglect of all sanitary precautions, and the absence of medical arrangements, which characterised the majority of the estates, had produced a general condition of debility among the immigrants which was reflected in the irregularity of the tasks performed and the small total of the wages earned. The state of affairs in Grenada, which resulted in the despatch of a Special Commissioner in 1879, appears to have been very similar, although through the energy of the Administrator the worst abuses had been remedied before the Commissioner's arrival.

330. As the cultivation of sugar ceased to be profitable, a considerable part of the male population of the islands was driven to emigrate to Trinidad, Colon, Cayenne, and Venezuela. The condition of those remaining is illustrated by the following extract from a memorandum by the Protector of Immigrants in St. Lucia, laid before the Royal Commission of 1897.

"I should say very positively that the supply of immigrant labour should not be continued or increased. The planters cannot afford to pay the immigrants sufficient wages. Some time ago when I complained to a planter that the tasks given were increased and were excessive, he honestly replied that, if I insisted on smaller tasks, I must take away the indentured immigrants."

331. In Grenada the distress among the labouring population was less acute; in St. Vincent, if anything, it appears to have been worse. We recognise that the depression then existing in the West Indian Colonies was exceptional; but its effects on employment appear to have been more severely felt in the smaller than in the larger Colonies, and it must not be forgotten that a very similar state of things had occurred in Grenada in 1866, long before the causes leading to the general depression in the sugar industry had become operative. On that occasion great difficulty was experienced, owing to the poverty of the planters, in finding employment for the immigrants, and it was found necessary to remove some of them to British Guiana.\*

332. In these circumstances we feel that a strong demand, supported by clear evidence of the scarcity of labour in the islands, would be required to justify us in recommending the revival of immigration. This demand and evidence we have not been able to discover. No sufficient grounds for revival of immigration.

333. The population of St. Lucia is approximately 236 to the square mile; that of Grenada 537; that of St. Vincent 370. The export of sugar and its products, of which the cultivation, as compared with other West Indian staples, demands the most ample and continuous supply of labour, has fallen between 1882 and 1907, in St. Lucia from 207,711*l.* to 54,511*l.*, in Grenada from 20,688*l.* to *nil*, and in St. Vincent from 113,511*l.* to 4,160*l.* *Primâ facie*, therefore, there is no argument to be drawn, either from the inadequacy of the population for the proper cultivation or development of the islands or from the nature of the staple industries, in favour of introducing fresh supplies of labour from external sources.

334. The evidence which we have received as to the labour requirements of the three Colonies is somewhat conflicting. Sir D. Morris (pp. 33, 34 of the Notes of Evidence) thought that, while the present labour supply in Grenada was sufficient both for present and future needs, in St. Lucia and St. Vincent any extension of existing, or the introduction of fresh, industries would be impossible without immigrant labour. Mr. De Freitas, on the other hand (pp. 60 and 61 of the Notes of Evidence), was of opinion that Grenada, though possessing sufficient labour to meet her immediate needs, was debarred from extending her present industries by the absence of what he described as an industrial reserve. St. Vincent, he stated, was not in want of labour at all.

\* See Mr. Geogheghan's Report, p. 52.

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ISLANDS.

335. The despatches from the Governor and Acting Governor of the Windward Islands, printed in the Appendix (pp. 155, 161), are equally inconclusive. The requests which they convey for imported labour emanate mainly from St. Vincent, in which the rates of wages are described by the Governor as miserably low; and as regards both St. Lucia and St. Vincent the request is conditional upon the cheapness of the supply. The idea which appears to have animated the proprietors at the meeting in St. Vincent on the 15th of March, that the greater part of the cost of passage should be borne by India, must be at once dismissed as chimerical; and, although it is possible that the system of separate hospitals in so small a colony as St. Vincent was unnecessarily extravagant, we are unable to see that there is room in any other direction for a reduction in the cost of immigration as conducted before its cessation, a cost described by Mr. De Freitas, in connection with the richer colony of Grenada, as hopelessly expensive. In St. Lucia, where the maintenance of separate estate hospitals was not required by law, even this slight opening for economy does not exist.

336. We do not suppose that, if this fact were realised, the applications for the fresh introduction of indentured labourers to St. Lucia and St. Vincent would be further pressed; but in any case we are not prepared to recommend the re-establishment either there or in Grenada of the elaborate and costly machinery without which the fresh importation of indentured labourers could not take place, and the consequent revival of obligations which in the past have proved extremely difficult to meet.

BRITISH HONDURAS.

BRITISH  
HONDURAS.

337. In entering upon that part of our Report which deals with British Honduras, we desire to call attention to the memorandum by Mr. Collet, Colonial Secretary of the Colony, which will be found in the Appendix (p. 39). For the purposes of our inquiry Mr. Collet's account of the general conditions obtaining in the Colony may be regarded as practically exhaustive, and with respect to matters of fact there is little that we consider it necessary to add to it. It will, however, be convenient to recapitulate briefly the main features of which account must be taken in forming an opinion on the suitability of the Colony as a field for immigration.

Description  
of the  
Colony.

338. The area of British Honduras is 7,562 square miles (about the size of Wales), of which it is estimated that 80 square miles only are under cultivation. The population (estimated) in 1907 is given in the annual Report for that year, which appears to be the latest available, as 42,406, or less than six to the square mile. Of this number about 500 are whites. There is usually a considerable preponderance of births over deaths, as will be seen from the following table, though the rates of both are liable to rather sudden variations; but the natural increase of population, in the most favourable event, is not likely to be rapid without influx from outside.

	Birth-rate.	Death-rate.
1897	40·5	29·5
1898	42·2	32·9
1899	43·3	33·8
1900	39·9	24·0
1901	39·5	28·3
1902	38·2	27·6
1903	38·8	26·7
1904	37·8	24·9
1905	34·7	32·9
1906	32·9	29·9
1907	36·62	22·19

339. On the other hand there is no room for doubt that, apart from the sparseness of population, the possibilities of rapid and profitable development are very considerable.

340. The value of the principal exports in 1907 was, in round numbers, as follows:—Mahogany, 110,000*l.*; cedar, 4,600*l.*; logwood, 26,000*l.*; bananas, 32,000*l.*; cocoanuts, 16,500*l.*; rubber, 4,000*l.*; chicle gum, 96,000*l.* Cocoa and sugar were exported to the extent of 46,000 lbs. and 93,000 lbs. respectively. Besides these products of proved commercial value, experiment has shown that rice, Indian corn, tobacco, and cotton of good quality can be grown in the Colony; and we are assured,

by witnesses who have good opportunities of judging, that the necessary capital will be forthcoming if an adequate and regular supply of labour can be obtained.

341. We think it is clear that a population of 42,000, however industrious, could not hope to satisfy the demand for labour which the initiation or extension of the agricultural industries above enumerated would entail. But, as a matter of fact, the Carib and Indian sections of the population, besides being, even relatively, few in number, are not to be relied on for the purposes of agricultural labour, and the negroes, though excellent wood-cutters and willing to indenture themselves for work in the mahogany forests for periods of a year or more at a time under a labour law of almost unexampled stringency, appear to share the contempt and dislike for agricultural pursuits and objection to steady labour on the land of which we have had evidence in connection with several of the West Indian Colonies. As the Governor, Colonel Swayne, remarked in a despatch written in June 1907, "Those who work mahogany remain at the same number every year, and a falling off in the mahogany industry, instead of driving them into agriculture, sends them out of the Colony."

342. Attempts have been made to supplement the indigenous labour supply by engaging labourers in Jamaica and the Bahamas, and we have had it stated in evidence that an American fruit company intends to make the experiment of introducing negroes from the United States. If this last project be carried out the result will deserve to be watched with interest. The previous attempts to which we have alluded, appear to have been prejudiced by lack of system, and in the case of the Jamaican negroes, by misrepresentation of the conditions of their engagement. No positive inference can be drawn from the fact of their failure, but we doubt whether any striking result can be expected from the introduction of negro labour. Once relieved from the pressure of economic necessity, even the Barbadian, in his own colony the most industrious of negro labourers, appears rapidly to lose his inclination for continuous agricultural work.

343. If, therefore, the industries of British Honduras are to receive the impetus which only an adequate supply of labour can give, there appears to be no alternative to the importation of indentured labourers from India. All the evidence we have had, official and unofficial, points to this conclusion. The demand for East Indian labour is insistent and unanimous. It is true that we have had no opportunity of ascertaining the views of the labouring population at first hand. The most popular body whose views we have had before us, the People's Association, does not include the labouring class. But we are satisfied that there is no danger of the creole labourer being ousted from his occupation by the East Indian. He need fear no competition from the physically weaker immigrant in his principal employment of mahogany cutting, and if the introduction of East Indians results, as it appears certain to result, not only in meeting the existing demand for agricultural labour, but in creating opportunities for an extension of industrial enterprise, the present openings for the employment of the creole labourer are likely to be widened rather than restricted. Nor, on the other hand, is there any likelihood that the East Indian, after the expiry of his indenture, will usurp positions which might otherwise be filled by whites. A tropical colony, within fifteen degrees of the equator, lying low, and possessing a moist climate, is not fitted to be even a temporary home for the white labourer or petty trader.

344. The economic position is, therefore, clearly in favour of Indian immigration into British Honduras. It remains to be considered whether the probable condition of the immigrant, and the terms which could be offered to him, are such as to justify us in recommending his introduction.

345. In the first place it will be seen from the table given on the previous page that the death-rate in the Colony, for a tropical country, is not, on the average, unusually high. The most noxious disease prevalent is malaria, the deaths from which have fallen, by an almost continuous decline, from 10·8 per mille in 1898 to 7·0 per mille in 1907. But these figures are stated by Mr. Collet in his memorandum to be exaggerated, owing to the practice in the out-districts of attributing all deaths from fever to malaria. Generally speaking the evidence is in favour of the view that the climate is not unhealthy, and it is probable that with proper precautions for the destruction of the mosquito the mortality from malaria might be still further reduced. The copious rainfall, however, amounting to 90 inches or more per annum, makes it imperative that the sites for the coolies' dwellings should be

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Insufficiency  
of popula-  
tion.

Collet, 4257.  
Melhado,  
8470.

Locking,  
3128.  
Furness,  
5245.

Price, 5279.

Morris, 769.

Demand for  
Indian im-  
migration.

Furness,  
5155.

Prospects of  
the Indian  
immigrant.

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 HONDURAS.  
 Cadman,  
 4212.

carefully chosen, and the sills—a point on which Mr. Muir Mackenzie laid considerable stress in his report on Mauritius—properly raised above the ground. Especial care should also be taken to ensure proper sanitation, as moisture is favourable to the propagation of the ankylostomiasis worm, from which so much trouble has been experienced among immigrants in other Colonies.

Locking,  
 3179.  
 Furness,  
 5170 sqq.  
 Collet, 1292.

346. In other respects also it may confidently be anticipated that the condition of Indian immigrants would be satisfactory. It does not appear that there is any likelihood of friction between them and the creole population; the unindentured Indians already in the Colony, some 190 in number, are said to be prosperous and contented; and, not least in importance, abundant land, estimated at half a million acres, is available for the immigrant to settle on after his indenture has expired.

Terms which  
 should be  
 secured.

347. The terms which employers would be disposed to offer to immigrants are not quite clear, partly because there is a conflict of evidence with regard to the current rates of wages, and partly because much of the evidence given on the subject is coloured by the feeling that the greater part, if not the whole, of the cost of introducing and repatriating the immigrant should be borne by general revenue. The precise apportionment of the total cost of immigration between the Colony and the employer we conceive to be a matter for consideration and settlement in accordance with local circumstances; but, as we have indicated elsewhere, we consider that, in principle, the cost of recruitment, importation, and eventual contribution to return passage should fall upon the employer, although any direct benefit derived from immigration by the community may justify the assumption of part of the burden by the State.

Locking,  
 3148.  
 Price, 5297.  
 Melhado,  
 8493.

Price, 5289.

348. The cost of rations in British Honduras is estimated by Mr. Collet and other witnesses at about 6*d.* a day, some 2*d.* more than in British Guiana or Trinidad. It is probable that with the increase of cultivation resultant upon immigration this difference would disappear; but in the meantime it would be necessary to compensate the immigrant for his higher cost of living by paying him a higher wage. Mr. Collet's estimate, in paragraph 47 of his memorandum, takes 30 cents. or 1*s.* 3*d.* per day of nine hours as the basis of calculation. Assuming this period of nine hours to include intervals for meals and to be equivalent, as in British Guiana and Trinidad, to a seven hours task, we should see no objection to it; but we are of opinion that the minimum wage for a day's work by an adult male should not fall below Mr. Collet's estimate, at least until a decline in the price of food has been established. Whether, upon this basis, and bearing a fair proportion of the costs incidental to immigration, employers in British Honduras will still desire to introduce indentured labour from India is a matter for their decision. We would only remark that if, as stated by some witnesses, the current rate of wages (inclusive of rations) for agricultural labourers is from 11 to 14 dollars a month, the margin over the wage of 28 or 30 cents. a day to the coolie would appear to be sufficient; though it is otherwise if the estimate of Mr. Melhado, of 30 cents. per day inclusive of everything, should really be the correct one. It may be added that we are not disposed to recommend the adoption of the ingenious plan suggested by one witness, whereby the coolie should pay the costs of his introduction by monthly deductions from his wages. The difficulties in the way of carrying such a plan into effect, if for any reason the immigrant failed to earn sufficient wages during the month to meet the deductions, are too obvious to require elaboration.

349. The conditions which should in our opinion be insisted on in any scheme for the importation of labourers indentured to private employers have been sufficiently indicated in the course of our Report. They include adequate precautions for the health and good treatment of the immigrant, a sufficient wage, moderate hours of work and all reasonable freedom out of working hours, subject of course to such restrictions as are found necessary for the preservation of health, the prevention of immorality, and the detection and punishment of desertion. Further we consider that on the expiration of his term of indenture the immigrant should be placed on an equality with other inhabitants of the colony, with complete liberty to choose his future avocation, and with facilities for acquiring land and settling down as a peasant proprietor. Finally in a distant colony, such as British Honduras, he should at the end of ten years' residence have the option of claiming an assisted passage back to India with his family, on terms such as are now accorded in the West Indian Colonies.

350. If, with unreserved acceptance of these terms, application is made for indentured Indian labour for British Honduras, we strongly recommend that it should be entertained by the Government of India. The necessities and prospects of the territory, its abundant land reserves, and the presence of firms of standing and substantial resources, are all in favour of immigration, and the experience of British Guiana, with which the Colony has much in common, will afford a basis on which the rules for its conduct can be framed with every prospect of success. We desire, however, to record the opinion that indenture should be restricted, at least at the outset, to employers whose reputation and financial position are such as to guarantee not only the fair treatment of the labourers in normal times, but also the proper discharge of the obligations of the contract in times of temporary depression. It is of the essence of the system of indenture that the employer, besides possessing a due sense of his responsibilities, should be in a position to fulfil them continuously, even though the labour of his employes may have temporarily ceased to be remunerative.

## FIJI.

## FIJI.

351. The colony of Fiji consists of a group of mountainous yet fertile islands, no less than 155 in number, just within the tropical zone. It was annexed to the Empire in 1874, and Indian immigration began in 1882. Like Mauritius and British Guiana it depends largely for its prosperity on the production of sugar, the export value of which far exceeds that of all other commodities combined\*; and it is entirely for work on the sugar plantations that Indian indentured labour has been introduced into the islands. The native population shows a marked tendency to decrease, as the following figures show:—

Native population by census of 1881	-	-	111,924
"    "    "    1891	-	-	105,800
"    "    "    1901	-	-	94,397
"    "    "    (estimated) 1907	-	-	87,029
"    "    "    (estimated) 1908	-	-	87,114

This tendency was the subject of inquiry by a Commission which sat in 1893. Their report attributed the diminution principally to neglect of children, to ignorance of the elementary laws of sanitation and entire absence of all precautions against the spread of infectious or contagious diseases. The European population bears a very small proportion to the whole, being estimated in 1907 at 3,319 out of a total of 128,404. Since the total area is 8,045 square miles, it is obvious that the country is very thinly populated, while the abundance of fertile land and the communistic system under which they live render it unnecessary for the Fijians to seek work on the sugar estates. The measures at first advocated by the planters to induce them to do so did not meet with the approval of the Government, and the attempts made from time to time to make up the deficiency of labour by the introduction of Polynesians from the South Pacific Islands have not been successful in obtaining a sufficient supply. It was proposed by Lord Stanmore, who was Governor of Fiji from 1875 to 1880, to import indentured labour from India. The proposal, he tells us, was opposed by the planters at the time, but they agreed to it a year or two later and are now fully convinced by experience of the benefits to be derived from Indian immigration. During the last five years some 8,000 persons have come from India under indenture, while 2,200 have returned to India. On 31st December 1907 the number of Indians resident in the colony was estimated at 30,920. Of these, 11,689 were under indenture on the sugar estates, and the remainder were free settlers.

Booth, 1620.  
in Thurn,  
2211.  
Joske, 3889.

Introduction  
of immigra-  
tion.

Q. 10,812  
Swayne,  
2736.

352. Since immigration began at a comparatively recent date the colony was enabled to profit by the experience of other colonies and to avoid the abuses connected with the earlier attempts to introduce indentured labour from India. The law relating to Indian immigration is contained in Ordinance No. 1 of 1891, which clearly lays down the relations between Government, the employers, and the immigrants. The expenses of introduction are defrayed from a fund called the Indian Immigrants Introduction Fund, which is supplied by a contribution paid by the employer and

Immigration  
Law.

\* Out of exports of a total of 881,364*l.* in 1907, sugar stood for 602,820*l.*; the two articles of next importance were copra (products of the coconut), 182,788*l.*; and fruit, 11,290*l.* The figures for 1908 are as follows: Total exports, 878,893*l.*; sugar, 647,306*l.*; copra, 154,488*l.*; fruit, 62,217*l.*

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Fiji.

varying during the last few years between 13*l.* and 18*l.* for each indentured immigrant allotted to him. The fund had, at the close of 1907, a balance to its credit of 8,545*l.* From it are paid all expenses incurred in connection with the recruitment of the immigrant, his passage to the colony, and the maintenance of the immigration depôts. On the individual planter falls the expense of maintaining the estate hospitals, but the cost of the Immigration Department, including the salary and allowances of the Immigration Agent-General and his staff, as well as of medical inspection and attendance, which is provided by the general medical service of the colony, is borne by the general revenues. The return passages of immigrants have been a charge on the colony since 1905, when the Return Passages Fund, formed from contributions by the employers, was abolished, and the large balance standing to its credit was transferred to general revenue. The expenditure of the Immigration Department was for 1907, 7,045*l.*, for 1908, 7,782*l.* The conditions of service are a five-years' industrial residence (*i.e.*, work under indenture) in the colony, on the expiry of which an immigrant may return at his own expense; after ten years' total residence he is entitled to a free return passage for himself and his family. In 1898 the colony, being naturally anxious to reduce its liability for return passages, invited the Indian Government to agree to the payment by the immigrant himself of part of the cost of the passage, as in the West Indies, but the request was refused on the grounds that the difficulties of recruitment, already great, would be much enhanced; that a large proportion of the return immigrants landed with little or no savings, and would not have been able to pay the cost of the passage; that there were a large number of prosecutions for offences against the Labour Law, and generally that the relations between the planters and the immigrants were less satisfactory than in the West Indies. It was recommended that the Colony should provide grants of land on easy terms as an attraction to the immigrants to remain there. In 1906, however, the Government of India agreed to the passing of an Ordinance by which an immigrant forfeits his right to a free return passage unless he claims it within two years of completing his ten years' residence, while the claim for free passage can only be made by or on behalf of children who have been introduced with an immigrant and who have not completed the age of 24 years, and on behalf of children born in the colony who are under 12 years of age.

Booth, 1650.  
im Thurn,  
2281.

353. Work on the estates may be by time or by task, the latter being more usual. In the case of time work the daily hours are limited to nine and in the case of task work the task is so fixed that an ordinary able-bodied man can complete it in six hours' steady work. The wages for a full day's work or a full task are one shilling, and a woman's task and wage are three-fourths of those of a man. During the first six months, while the immigrants are new to the country, they are supplied with rations at a daily cost of fourpence, which is deducted from the wages earned. A man is bound to complete 50 hours work or 5½ daily tasks in the week, and having done so is entitled to demand of his employer leave of absence for the remainder of the week. The employer is bound by penalties to provide the immigrant with regular work and wages, with a suitable dwelling, firewood and pure water, and with medical treatment in the plantation or public hospitals. On the other hand the immigrant is liable to penalties for absence from or neglect of work, and if he leaves the plantation for three whole working days, he is considered a deserter and may be arrested without warrant by his employer or by any police constable who is sure of his identity. He may, however, go, without his employer's leave, to complain to the Immigration Department or to lay a charge before a magistrate, though it is illegal to go in a body for this purpose. On the conviction of an indentured immigrant for absence from work or desertion the magistrate is bound to make an order for an extension of the period of indenture proportionate to the period lost to the employer by reason of the proceedings and sentence, and the Immigration Agent-General may make a similar order in the case of an immigrant who passes any portion of his term of indenture in prison for any offence.

Booth, 1684.

Condition of  
immigrants.  
Booth, 1642  
*et seq.*  
im Thurn,  
2229 *et seq.*  
Swayne,  
2766, 2788.

354. On the expiry of their indentures, a few (not more than 10 per cent.) re-engage themselves to the sugar estates for periods of one to three years on the receipt of a substantial bonus, and are then subject to the Labour Law as during their original indenture, but the large majority leave the plantation and are merged in the general population of the colony. Many settle down as cultivators and cattle breeders and at the close of 1907 they occupied 17,204 acres. The chief crops grown were sugar cane (5,586 acres), which they supply to the neighbouring factories, and rice (9,347 acres). They rent land either from the native owners or direct from the



Government, which in 1898 instituted, from the surplus at the credit of the Colony, the Indian Settlements Fund with the object of securing and preparing land for the occupancy of Indian settlers. The land so acquired is let at moderate rents, which are credited to the fund to provide for future development. The Immigration Report for 1907 states that the most prosperous settlers are those who reside on these Government estates, but many seem to prefer to take up holdings from the natives in isolated localities. Others find work as domestic servants or labourers in the towns and on Public Works, while a considerable number take to retail trading. It is stated that the climate suits them thoroughly.

Swayne,  
2752.

355. Deposits to the amount of some 15,000*l.* yearly are made in the local banks through the medium of the Immigration Department, and 2,000*l.* to 3,000*l.* are remitted yearly to India, in addition to 10,000*l.* to 12,000*l.* in cash and jewellery which the return emigrants take back with them.

356. The natural increase of the Indian population is considerable. Thus in 1907 there were 1,195 births among the immigrants and 640 deaths. The birth rate was high (38·6 per mille), and the death rate was low both for free (11·23 per mille) and for indentured adults (14·33). The same was the case with the death rate of the children of the free immigrants (44·32), but there seems room for improvement in the number of deaths of children on the plantations, which was last year 139·35 per thousand, the large proportion of deaths being of infants under one year of age.

Vital  
statistics.

357. The report of the Immigration Department makes no mention of Education. It appears from the annual report of the colony that there is a large number of missionary schools scattered among the islands at which over 19,000 children attend, but we were informed by the Governor of the Colony that the provisions for education of the children of immigrants are at present altogether insufficient. They neither work nor are they sent to school. The question of education is under consideration by a Committee, whose attention has been specially invited by Sir E. im Thurn to the needs of the Indians.

im Thurn,  
2220, 2242.

358. From the point of view of the Colony, with its abundance of fertile land and its declining native population, there can be no doubt of the substantial advantages derived from Indian immigration. The planters have a regular and efficient supply of labour, without which they would find it difficult, if not impossible, to carry on the sugar industry. And on the flourishing condition of its chief industry the prosperity of the Colony very largely depends. The Colony also gains by the addition to its population of a large body of hard-working and thrifty colonists, who settle down quietly on the expiry of their term of service to engage in agriculture and other occupations, and whose descendants will increase and multiply. And the total annual expense chargeable to colonial revenues is, on an average, less than 3*l.* per head of the immigrants introduced in the year. The native Fijians are directly benefited by the demand which arises for their land, and do not in any way object to the presence of the Indian. On the other hand it would seem that a section of the white population, imbued with the prejudice of the young nations of the Empire against the coloured man, while recognising the utility of the Indian for the purpose of sugar cultivation, does not welcome his competition in trade and is inclined to resent his settling down as a free citizen. But in this tropical colony there is little probability of such an influx of white population as would give rise to racial troubles. The present Administration itself fully recognises the value of the Indians as permanent settlers, and is willing to concede them the enjoyment of equal civil rights. The whole tenour of the correspondence between India and the Colony shows that it was on this condition that indentured emigration to Fiji has been allowed in the past, and any measures directed towards lowering the political status of the immigrants or reducing their economic freedom would, in our opinion, involve a breach of faith with those affected.

Advantage  
to the  
Colony.Swayne,  
2750.  
im Thurn,  
2272 *et seq.*  
Swayne,  
2763.  
Joske, 3910.

359. From the immigrant's point of view the fact that after his first period of indenture he does settle down in this way to make himself a new home and attains a far better position than would have been within his reach in his native land sufficiently compensates for the hard work which he has to undertake and the discipline which he has to undergo during his period of probation. The provisions of the law for his control and protection during that period are all that can be

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desired, but it will be interesting to see from the figures appended to the very complete report of the Immigration Department how these provisions are in practice worked.

Condition of  
 the inden-  
 tured  
 labourer.

360. The percentage of working days on which the male labourers actually attended work was 88·63, and the corresponding figure for females was 76·32. The average amount of wages earned by each male labourer per working day was 11·57 pence and by each female labourer 5·93 pence. The average amount, however, earned by a man for each day he actually worked is 13·05 pence, so it is plain that a steady worker can do more than his allotted daily task, and earn more than one shilling per diem. These average results appear satisfactory enough, and it is evident that the strong and willing man is justly treated and earns good wages, but it is somewhat disconcerting to find from the Report above referred to that the power of extension of indentured service was exercised in the case of 33·64 per cent., or more than one-third of the total number of men and women who entered the colony under indenture in 1902, and that the average number of days by which the time was extended was 62. Again, in the year 1907 there were no less than 2,291 charges brought by employers for breach of the Labour Law, of which over 90 per cent. resulted in convictions, and these charges involved 1,461 different persons. The large number of prosecutions and convictions, and the extension of the term of indenture which they involve, are no doubt in part due to the unsatisfactory character of some of the newly arrived emigrants, drawn, as we have been told by several witnesses from the colony, from a class unused to agricultural or indeed to any regular labour, a defect for which we have endeavoured in that portion of our Report which deals with recruiting to indicate a suitable remedy; but we cannot entirely escape the conclusion that a more considerate and sympathetic management of the labour force would result in the more willing and regular performance of tasks and render such constant recourse to the courts unnecessary. Sir Everard im Thurn told us that the planters, though they treat their coolies justly, do not exercise towards them that sympathy and friendly consideration which is general in the West Indies; and the Indian Government in 1899, as we have seen above, were of the same opinion. We are strengthened in our conclusion by the return of work, absence, and wages appended to the Immigration Agent-General's report for 1907, which gives the cause of non-attendance on separate estates. There we find (Appendix C of the Report) that on the four large estates belonging to the Colonial Sugar Refining Company, Limited, the average number of days lost in court and in jail was respectively 1·02, 1·11, 1·75, and 2·62 for each immigrant, while in the case of the other large sugar company it rose to 4·50 days. This excessive number is ascribed by the Agent-General to the prosecution of idlers; but we cannot but think that, were more care exercised in recruiting and more tact in management, prosecution on this scale should never be necessary, and it is our conviction that a more considerate attitude on the part of the employers towards a body of men who respond willingly to kind treatment would secure results more satisfactory both to the planter and labourer.

im Thurn,  
 2254.

im Thurn,  
 2221, 2225,  
 2285-6.  
 Corney,  
 4399, 4400,  
 4458-60.

Booth,  
 1662, 1672,  
 1690, *et seq.*  
 Swayne,  
 2757, 2773  
*et seq.*  
 Joske, 3922,  
 3950.

361. While there appears to us to be room for improvement in this respect, we see no reason to doubt that the indentured labourers are, as a whole, fairly and justly treated in all material respects, and that the colony is disposed to welcome them as free settlers on the expiry of their indenture and to accord them equal rights of citizenship. The witnesses\* who have experience of recruiting in India are unanimous in ascribing to Fiji a high place in the estimation of return emigrants.

362. We would, therefore, suggest that enquiry should be made whether something cannot be done to avoid this large number of prosecutions, and that if an effective remedy can be devised, the Indian Government might reconsider the request of the Colony, and discuss the terms on which some concession might be made with regard to the return passage. Recruiting for the West Indies has not been adversely affected by the provision that one-fourth and later one-half of the return passage should be paid by the immigrant, and there appears to be no reason why recruitment for Fiji should suffer by a change of this nature. On the other hand the mere fact that a passage is to be had for the asking frequently

\* See Col. Pitcher's replies, 4807; Mr. Marsden's, 4912; Mr. Bolton's, 5355.

causes immigrants to return to India and dissipate their savings there instead of settling down contentedly in the colony; while the liability on the Colony to pay the whole cost of return passages would be, in case of a general movement to return owing to some special reason, a very serious tax on its resources.

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## SEYCHELLES.

SEY-  
CHELLES.

363. This Colony consists of several groups of small islands, 900 miles due north of Mauritius, and about 970 miles to the east of Zanzibar. Of the 89 islands which form the archipelago, the largest has an area of 55 square miles; none of the others exceed 15 square miles in extent. The Colony has a total area of 156 square miles, and a population of about 22,000. Roughly speaking, it may be compared in size to the Isle of Wight broken into fragments, with one quarter of the population of that island. It was formerly administered by the Government of Mauritius, but in 1897 a Governor was appointed, and in 1903 it was completely separated from Mauritius. An Act was passed in India in 1862 to allow emigration to the Colony, and it has continued from time to time, but on a very small scale. The last emigration was in 1904, when 155 persons left Madras under indenture for Seychelles, of whom 50 appear to have settled in the colony. No report is prepared by the Immigration Department and no information is available as to the rate of wages and the condition of the immigrants. The law in force is the Mauritius Labour Ordinance 12 of 1878, the duties of the Protector being performed by the Governor of the Colony. A local amending law of 1902 makes some alterations of little importance. The whole expense of immigration is borne by the employer, and there are no charges under this head provided for in the expenditure of the Colony. The climate is good, the average death-rate for the last 10 years being only 16·84 per thousand. The principal crop of the main and outlying islands is cocoanut, from which copra, oil, and soap are produced, and these are the main exports of the Colony. Another important product is vanilla, which varies much from year to year, while rubber plantations have been recently started. The resources of the Colony are being rapidly developed, and an increased labour supply is required. In the census of 1901, 439 persons were enumerated who were born in India, but the census figures distinguish persons by birthplace rather than by race, and the number of persons of East Indian origin would seem to be larger than these figures would imply. We find from the report of the Protector of Emigrants at Calcutta that the following remittances were made to India by residents of the Colony :—

	No. of Money Orders.	Amount of Remittances in Rs.
1905 - - - - -	472 - -	44,087
1906 - - - - -	470 - -	33,507
1907 - - - - -	601 - -	44,419
1908 - - - - -	901 - -	1,98,218

There is, however, a considerable trade between the Colony and India, and from the large amount of these remittances it would seem that many of them must have been made by the trading classes from Southern India who visit the islands. The Governor, in his reply to the Circular Despatch addressed to the Colonies at the commencement of our enquiry, states that there is an occasional demand for Indian agricultural labourers and artisans, but that there is a difficulty in importing them from Calcutta or Madras because the cost of chartering a special ship for the small numbers required from time to time would be prohibitive, and there is no regular line of steamers between Mahé and those ports. If, however, emigrants could be sent by rail to Bombay, whence there is direct communication with Mahé, the difficulty would disappear. Bombay is one of the ports from which emigration is lawful under the Indian Act, and it is probable that arrangements could be made for shipping emigrants there which would be accepted by the Indian Government. Land for agricultural settlement is said to be expensive, and if further immigration is in contemplation we hold it essential that the Colony should take steps to provide facilities to future immigrants to acquire land on the expiry of their term of indenture, and also that a periodical report should be issued as to the welfare of the immigrants.

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## WEST AFRICAN COLONIES.

WEST  
AFRICAN  
COLONIES.Sierra  
Leone.  
The Gambia.

364. Sierra Leone and the Gambia are comparatively small Colonies, exporting chiefly natural products such as palm kernels and oil, rubber, and kola nuts. There are no large industries. For carrying purposes and for public works the labour supply is said to be generally adequate, and indeed in the latter Colony it is stated by the Governor to be at certain seasons so abundant that "many public works" have been constructed chiefly with labour paid at no higher wage than 7*d.* to "9*d.* per diem." There is evidently here no need for Indian immigration, while it seems doubtful whether Indians would be able to bear the climate.\*

Gold Coast.

Q. 1481.

Qs. 1105,  
1166.Q. 1125 et  
seq.

365. The Gold Coast Colony with its Protectorate has a considerable hinterland and exports cocoa as well as the above-mentioned products, but there are no large plantations. It has a considerable population of about two and a quarter millions (to 160,000 square miles). Capt. Lees, who is Director of Public Works, informed us that he has no real difficulty with labour, but that occasionally a local deficiency occurs, which is met by importation from the neighbouring Colonies of Sierra Leone and Lagos. He is not in favour of Indian immigration. The gold mining companies, as we were informed by Mr. Cogill, the Government Secretary for Mines, employ some 16,000 labourers, of whom about 50 per cent. are imported from other parts of West Africa. The natives work irregularly, and the difficulty of obtaining a sufficient supply is increasing. His view is, therefore, that it would be desirable to bring in Indian labour under indenture, and that there would be little difficulty in introducing and enforcing regulations for the care and supervision of the immigrants or in providing them with agricultural holdings. This view receives some support from Sir J. Rodger, the present Governor, and from Mr. Bryan, the Acting Governor, who recently reported that the supply of labourers in the Colony has already been depleted by the large number employed on Public Works and Mines, that no reliable labour can be obtained from Ashanti, and that, if the attempt now being made to obtain men from the Northern Territories should fail, it may be necessary to ask permission to import labour from India both for the Public Works Department and also for the mines. In a subsequent letter Sir J. Rodger wrote that though the Government possesses little available land of its own he anticipates no difficulty in making arrangements with local chiefs for the agricultural settlement of Indian immigrants.† Proposals of this nature would require careful consideration on their merits. The introduction of Indian immigrants to a country with a large coloured population and an unhealthy climate is an experiment which should not be lightly undertaken and could only be justified by conclusive evidence that the labour difficulty is incapable of solution by other means. There are also, apart from these considerations, grave objections to importing labourers from India to West Africa for work in the mines. Emigration has not hitherto been allowed to any Crown Colony except for the purposes of agriculture or domestic service. The people of the recruiting districts in India are unacquainted with mining and would probably object to working underground, and such work would afford no preparation or training for subsequent agricultural settlement. We should hesitate to recommend the establishment of a system of emigration to any country which does not offer the prospect of a favourable career to the immigrant after the term of his indenture has expired.

Southern  
Nigeria.

366. In the case of Nigeria there is no demand for Indian labour for agricultural or industrial work, but the Director of Public Works in Southern Nigeria wishes to import coolies under indenture for road construction and unskilled labour generally. The Governor does not agree in this view, and it appears to us that as the Gold Coast draws part of its supplies from Lagos the labour difficulty in the latter district should not be acute.

Northern  
Nigeria.

367. The Governor of Northern Nigeria, who gave evidence before us, is of opinion that the local supply of unskilled labour in that Colony is sufficient. Artisans and transport drivers are now recruited from India under agreement with the Government of the Colony under the provisions of section 107 of the Indian Emigration Act. This form of emigration has in general been successful and there is no objection to its continuance.

\* See Governor Probyn's Despatch of May 13, 1909 (Appendix, p. 109).

† See Despatch of June 21, 1909 (Appendix, p. 68).

## BRITISH EAST AFRICA.

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EAST  
AFRICA.

Hayes Sadler, 3601.  
Hayes Sadler, 3697.  
Hayes Sadler, 3610.  
Hayes Sadler, 3620, 3662.  
Johnston, 4066, *et seq.*  
Wason, 4298.  
Macdonald, 5907 *et seq.*  
Grogan, 8228 *et seq.*  
Hindlip, 8876 *et seq.*  
8959, 9029.  
Buck, 4646.  
Johnston, 4096.

Employment of Indian immigration for construction and working of the railway.

Kirk, 7583.

Currie, 1788 *et seq.*

Currie, 1848, 1849.  
Macdonald, 5890-2.  
Grogan, 8083.  
Advantage to the Protectorate.  
Kirk, 7603.

368. For the purposes of our enquiry, the East Africa Protectorate, having a total area of about 200,000 square miles, with an estimated population of 4,000,000, may be divided into four zones. There is first of all the low-lying district situated along the coast, and extending for a certain distance up the estuaries of the principal rivers. This has a tropical climate and is suitable for the cultivation of tropical products such as cocoanuts, rice, sugar, tobacco, and cotton. Next comes an arid tract of higher elevation, in which an attempt has recently been made to start manufactories for the utilisation of the indigenous sansevieria fibre plant. Behind this are the highlands with an area of uncertain extent (estimated roughly at 25,000 or 30,000 square miles), having an elevation of from 5,000 to 8,200 feet above the level of the sea, and enjoying a fairly temperate climate in which it is affirmed that Europeans can live all the year round with their families, and even do a certain amount of moderate manual labour without injury to health. Fourthly comes a zone of less elevation sloping down to the shores of the Victoria Nyanza Lake which is estimated to have an altitude of between 3,000 and 4,000 feet above the sea-level. This zone has naturally a more tropical climate than that of the highlands, and is not suited for colonisation by Europeans except in the way of proprietors and managers of estates.

369. Emigration to the coast districts of the Protectorate from Arabia and India has existed for several hundred years. It took place even before the Portuguese occupation at the close of the 15th century. After the collapse of the Portuguese dominion in the 17th century, Zanzibar, with the adjacent portions of the mainland, fell under the dominion of the Imams of Muscat and so remained until a separation into two sultanates took place in 1856. The Indian immigrants were mostly traders, and have so remained. The total Asiatic population is now estimated at 25,000, against 2,000 Europeans and Eurasians. For the construction of the railway from the coast to Lake Victoria Nyanza, which was commenced in 1895, Indian immigrants were employed when it was found impossible to obtain native labour either in sufficient quantities or of a sufficiently continuous kind. The railway being a Government undertaking, the Government of India permitted the recruitment of labourers to be made by its own officers on certain conditions, which are enumerated in a very interesting account given of the system by Sir John Kirk in his evidence before us (p. 237). The contract, which was of course quite voluntary, was for a period of three years, the remuneration was at the rate of not less than 15 rupees per month, with free rations from the date of embarkation, and there was an indefeasible right to a return passage to the locality in India from which the men were recruited. The estimated total cost of this system worked out at 24*l.* per head per annum. Under it there were at one time as many as 18,000 Indians employed on the construction of the railway, the average number of labourers during the years 1902 and 1903 (including a certain proportion of Africans) being 11,181. The men mostly came over without their wives and families; only a few of them remained in the Protectorate after the expiration of their contract, becoming mostly petty traders. Owing to excellent sanitary and hospital arrangements the death-rate was kept very low—a little over 10 per 1,000.

370. After the completion of the railway the need for this large importation of labour naturally ceased, but the line is still worked to a great extent by means of indentured immigrants, of whom it is estimated that about 2,000 are employed, partly as clerks and artisans, partly as ordinary labourers. The contract is, as before, for three years, at the expiration of which they generally return to India, but a certain proportion remain in the country, and of those who go back a considerable number renew their indentures and return, bringing their wives and families with them. Those who remain in the country when free from indenture mostly become traders and artisans. When asked whether they were a useful addition to the population the Manager of the railway replied, "At the present moment we could not do without them." Similarly Sir John Kirk, when questioned about the value of the Indian traders at Nairobi, the capital town of the uplands district, said, "In fact, drive away the Indians and you may shut up the Protectorate, I think." He explained that it was only by means of the Indian trader that articles of European use could be obtained at moderate prices, and that the result of his disappearance would be such an increase in the cost of living as to necessitate a general rise of salaries. This, as the Protectorate still requires a considerable grant-in-aid from Imperial funds, is not a contingency to be lightly faced.

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BRIITISH  
EAST  
AFRICA.  
Hayes Sad-  
ler, 3717.  
Johnston,  
4112.  
Grogan,  
8107.  
Kirk, 7616

371. It may be safely affirmed, therefore, that the presence of a considerable number of Indian inhabitants has been and continues to be of material advantage to the British administration of the Protectorate. Sir John Kirk, indeed, expressed his opinion that "but for the Indians we should not be there now." He added that it was entirely through the Indian merchants that we were enabled to build up the influence that eventually resulted in our position.

372. Nor can it be denied that the importation of Indian labour afforded indispensable assistance for the rapid completion of the railway, and is still of material use for its economical maintenance and working.

373. The Indian indentured immigrants are considered on all sides to have profited by their term of service. They made considerable savings before their return to India, and the fact that the service is not unpopular is shown by the willingness of so large a number to return. Sir John Kirk appears to think that for the mere labourers employed in the construction of the railway the term of three years' continuous service was as much as was consistent with the preservation of good health. But we can have no hesitation in expressing our opinion that the present practice of obtaining a supply of Indian immigrants for the service of the railway is unobjectionable and indeed beneficial, and might in case of necessity be adopted for the execution of other public undertakings by the State, though, for obvious reasons, native labour should always have the preference where it is available. We think it right, however, to state that in our opinion, whenever immigrants are introduced under indenture for a term of more than one year, arrangements ought to be made for their being accompanied by a certain proportion of women.

Question of  
importation  
of indentured  
labour for  
agricultural  
purposes.

374. We have now to examine the question whether it is desirable that the importation of indentured labour from India should be permitted for the assistance of private enterprise in any portion of the Protectorate.

Grogan,  
8093.  
Baillie,  
10,705.  
Montgomery,  
5724.  
Marsden,  
4991.  
Marsden, 5036  
*et seq.*  
Tompson, 10,437,  
10,485.  
Kirk, 7596.  
Grogan, 8088.

375. We were informed that along the coast there was a considerable amount of land awaiting development which could be put to profit much more rapidly if indentured labourers were procured from India than is at all likely if only local native labour is available. Sir J. Hayes Sadler, recently Governor of the Protectorate, stated that he had been pressed to recommend this measure, especially for the benefit of the cotton plantations which are being started, but that subsequently the high rate of wages offered had attracted more of the natives from the upland districts.\* It was stated that the immigrants might, if necessary, be offered land after the expiration of their contracts in the neighbourhood of the Tana river, where the climate is similar to that of India. Two witnesses thought that caution would be necessary in order to avoid difficulties with the present Swahili inhabitants, but the general opinion seemed to be that no such difficulties would arise.

Hayes Sadler,  
3603, 3606.  
Hollins, 8810 *et  
seq.*

Montgomery,  
5726.  
Tompson,  
10,412 *et  
seq.*

376. In the intermediate zone between the coast districts and the uplands, the need for a supply of regular labour has been much more severely felt, and the proprietors of the fibre factories represent that unless indentured labour from India can be supplied they will have no alternative but to abandon their enterprise. Some indeed seem to have closed already. The population is sparse and disinclined to steady labour, the work of collecting the fibre is said also to be unpopular on account of the cuts which it inflicts, and the natives who come from the uplands seem to suffer so much in health from the change of climate† as to make them comparatively useless. A project for the importation of labour from Nyassaland was found to be impracticable on account of the cost, besides being open to other objections. An attempt to obtain free immigrants from India without previous contract met with no response. In these circumstances there has been a strong appeal for a supply of from 1,400 to 2,000 labourers for some years until the natives have acquired more steady habits of industry.‡

Hollins, 8828.  
Tompson, 10,431  
*et seq.*

Hayes Sadler,  
3804, 3826 *et seq.*  
Wilson, 4322.  
Grogan, 8154 *et  
seq.*  
Hindlip, 8888,  
8910.

Hayes Sad-  
ler, 3611.  
Wasón, 4309.

377. On the other hand in the upland districts, where the native labour supply is said to be sufficient for the needs of the white settlers, there is great jealousy of any measures which would tend materially to increase the numbers of Indian residents, and there is in particular the strongest objection to allowing them to acquire land and enter into competition with the European farmer. Under present regulations no grant or transfer of land is allowed without the sanction of the

\* Q. 3599. See also correspondence in Appendix, pp. 51 *seq.*

† Inclosure 3 in Despatch of February 25, 1909 (Appendix, p. 54).

‡ See Despatches of June 4, 1908, and February 25, 1909 (Appendix, pp. 49 and 51).

Administration, and with the exception of a certain number of market gardens round Nairobi, the land in the upland districts which is not reserved for the natives, has been granted only to Europeans or emigrants from South Africa of European descent. Of these white settlers it is estimated that there are now about 1,500. This restriction will no doubt be continued, but there is a strong feeling that unless further precautions are taken it will be very difficult, if not impossible, in the future to exclude the Indian agriculturist from overstepping any artificial boundary that may be laid down. Consequently those who advocate the importation of Indian labour into the coast or the intermediate districts accompany their recommendation by a reservation that the labourer's return to India at the expiration of his contract should be made obligatory. This is a condition which we could not bring ourselves to recommend. It has not hitherto been imposed on the labourers who were brought over for the construction of the railway or for its maintenance and working. The large majority of those who have come over have of their own free will elected to avail themselves of the free passage home which was guaranteed to them, and it seems probable that the same might be the case with Indians introduced under a similar contract for labour on private properties. But it appears to us that in any new system of indentured immigration which may be instituted for the benefit of private enterprise it should be an essential condition that the freedom of the labourer should not be interfered with more than is necessary for his own protection and for the due performance of his contract, and that on the expiration of his term of indentured service he should be free to remain in the country if he pleases, without any disabilities other than those which may attach to residents of Indian extraction who have been born there or have come over in the ordinary way.

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BRITISH  
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AFRICA.  
Hayes Sadler, 3540.

378. Unless these conditions are willingly and frankly accepted by the European community, it would, in our opinion, be undesirable from an administrative point of view, and unfair to the immigrants themselves, that they should be encouraged to come to a country where their continued presence will be viewed with suspicion and dislike and may not possibly give rise to political trouble in the future. We cannot therefore advise the institution of a system of indentured immigration for cotton plantations in the coast districts and for the fibre factories in the intermediate zone, unless the immigrants, when their contract has expired, are free to renounce their right of return and have the opportunity of acquiring land in any part of the Protectorate which is suited to them. And in view of the feeling which exists among the white settlers in the upland districts we should urge that while those districts are reserved for settlement by white colonists, indentured immigration to the Protectorate should only be permitted under the direct control of the Government, and for public objects.\*

379. The fourth section of the Protectorate, that stretching from the upland districts to the shore of Lake Victoria Nyanza, possesses a climate suited for Indian immigration, and appears to contain tracts where Indian agriculturists might be settled without interfering with the native population. A small settlement was indeed established some years ago at a place named Kibos, mainly composed of labourers who had come over to work on the railway and had preferred to remain in the country. This settlement appears to have been fairly successful, but it has not increased to any considerable extent, and on the whole these districts, though they may offer opportunities for Indian cultivators, have not at present been shown to be so deficient of native labour as to call for a systematic supply of imported agriculturists.

Hayes Sadler, 5730.  
Wason, 4380.  
Buck, 4665.  
Appendix, p. Montgomery 5850.  
Grogan, 8109.

\* From a despatch recently received from the recently appointed Governor of the Protectorate, Sir E. P. Girouard, K.C.M.G., we learn that one of the fibre factories at Voi has during the last few months been working at a small profit. This factory appears to have special advantages in respect both of skilful management and of sufficient growth of fibre in its immediate neighbourhood. The Governor states that during the last six months the fibre industry has profited by the prevalence of drought, which has brought an unusually large supply of the Wateita tribe into the labour market, but that this state of affairs cannot be expected to continue, and he concludes his despatch with the following paragraph:—"The work of cutting is moreover unpopular amongst natives, owing to the thorny nature of the fibre, the handling of which involves many cuts and scratches, and, though under very careful management and with exceptional good fortune a small profit may be made as described, I scarcely think that the problem of a supply of indigenous labour for these industries has yet been solved." This statement seems to us to indicate a serious obstacle to the introduction of indentured Indian labour for the use of the fibre factories. If the work is unpopular with the natives on account of the cuts and scratches which it entails it would neither be right nor politic to enlist immigrants under contract for its performance without explicitly stating that it is open to this objection. It is difficult to conceive that recruiting under such conditions would be attended with any large amount of success.

## UGANDA.

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UGANDA.

380. The Protectorate of Uganda, situated to the north and west of the upper part of Lake Victoria Nyanza, has an estimated area of 110,000 square miles, exclusive of the portion of the lake which lies within its boundaries. Of this extent of land at least one-third is stated to be of excellent agricultural quality. The population is estimated at about 3,500,000 natives, with 3,000 Asiatics (Arabs and Indians) and 445 Europeans. In the Annual Report for 1907-8 [Cd. 4448-9] the Governor supplies the following figures as giving a fairly correct idea of the number of inhabitants in each particular division of the territory:—

Kingdom of Buganda	-	-	-	-	-	650,000
Eastern Province	-	-	-	-	-	1,500,000
Kingdom of Bunyoro	-	-	-	-	-	240,000
Kingdom of Toro	-	-	-	-	-	280,000
Kingdom of Ankole	-	-	-	-	-	250,000
Nile District	-	-	-	-	-	200,000
Unadministered Districts	-	-	-	-	-	400,000
						3,520,000

381. He adds:—

“In spite of the fact that the mortality from sleeping sickness has been enormously decreased during the last two years, the death-rate among the natives is still distressingly in excess of the birth-rate. The population of the Kingdom of Buganda appears to be dwindling at the rate of nearly 20,000 a year, and it is considered that this unfortunate state of affairs is mainly due to the terrible prevalence of venereal diseases among the people generally and to infant mortality.”

382. As regards the ravages made by sleeping sickness, Sir H. Hesketh Bell gives the following estimate in an interesting report recently laid before Parliament on the measures adopted for the suppression of that mysterious disease [Cd. 4990]:—

“In 1900 there were 8,430 deaths; in 1901, 10,384; in 1902, 24,035; in 1903, 30,441; in 1904, 11,251; and during 1905, 8,003. This total of 92,544, however, only represents the loss of life during six years in the Kingdom of Buganda alone. The mortality in Busoga, where statistics have not been available, has probably been quite as great, if not greater, and if you include the deaths that have occurred from sleeping sickness in Unyoro and the Nile District it may be taken that the mortality from this scourge in the Uganda Protectorate up to the end of 1906 considerably exceeded 200,000.”

(It may be useful to explain that Busoga, to which we shall have occasion to allude further, is that portion of the Eastern Province which adjoins the shore of Lake Victoria, and lies between the Kingdom of Buganda and the frontier of British East Africa.)

383. The investigations which were conducted with much self-devotion by various scientific men, and in which one of them unfortunately contracted the disease and lost his life, tended to show that sleeping sickness is not infectious or contagious in the ordinary sense of those words, but is almost always transmitted from a sick person to a healthy one by the bite of a tsetse fly (*Glossina palpalis*); that the presence of even a single diseased person in a locality infested by tsetse flies may entail the infection of a whole community; that there were no authenticated instances of the transmission of the disease from sick persons to healthy ones in districts where the tsetse fly is not found; that the tsetse fly is only found in the near neighbourhood of fresh water where the vegetation is luxuriant and shade abundant; that the belt infested by the flies is a narrow one, and that they quickly abandon places where, through the clearing of vegetation, the conditions favoured by them are removed.

384. Acting on these conclusions, the Administration has succeeded in withdrawing the whole of the inhabitants from the islands in Lake Victoria within the limits of the Protectorate, from a belt of two miles on the shores of the lake, except in certain places where by destruction of the vegetation the tsetse fly has been eradicated, and from other districts along the banks of the Nile and the smaller lakes which were infested by the fly, while those individuals known to be suffering from the disease have been segregated in camps chosen for the purpose. In this manner, although no remedy has yet been discovered for the disease, it is believed that all fear of its further dissemination has been removed.

385. Apart from this special visitation the climate of the Protectorate, though not unpleasant, is not favourable for Europeans, who suffer from malaria, but it is not considered unhealthy for Indians, of whom there are already some 2,000 in the Protectorate, either soldiers, petty traders, or artisans.



386. Such being the present condition of the Protectorate, Sir H. Hesketh Bell considers that while there is no opening for the employment of indentured labourers, the introduction of agriculturists as settlers is very desirable. In a despatch dated April 15, 1909, which is printed in the Appendix (p. 152), he points out that even if the area of fertile land in the Protectorate be estimated at only 40,000 square miles, the territory could provide maintenance for a population of over eighty millions—more than twenty times its present amount; that the indigenous population, far from increasing, is at present diminishing, and that as the Protectorate is unsuitable for European colonisation, it must either remain undeveloped or must be colonised by a race that is suited to the natural conditions.

387. He continues :—

The Crown has at its disposal, within the Protectorate, vast areas of land of remarkable fertility and eminently fitted for the successful cultivation of rubber, coffee, cotton, rice, tea, cocoa, fibres, &c., &c. In consequence of obligations guaranteed by treaties and agreements, not much of this land is available in the Kingdom of Buganda itself, but in Busoga, Toro, Bunyoro, and Ankole there are many thousands of square miles of splendid country that are unoccupied and which might be immediately available for settlement. Most of these lands are fairly accessible, and are within more or less easy reach of transport facilities. The areas which I have in view are absolutely free from tsetse fly, and no anxiety need be felt as regards danger from sleeping sickness.

Besides the detachments of Indian troops stationed at Kampala and Entebbe there are already large numbers of natives of India located in the Protectorate. Nearly all the artisans and skilled labourers employed by the Public Works Department and by private firms are Indians, and it is estimated that at least 600 others are carrying on business in the country as petty traders and hucksters. Many of them are accompanied by their wives and children, and it is evident that, though the climate of Uganda is trying to Europeans, it is quite suitable for Indians. I understand, in fact, that it bears a strong resemblance to that of many parts of India.

Uganda has no great need for the Indian petty trader or huckster; the natives of the Protectorate are themselves very keen traders, and many of them are employed by Indians as their agents. The type of Indian that is wanted in Uganda is the man who is doing so well in Trinidad. He should come of a stock that has always been engaged in agriculture and should be accustomed to the cultivation of tropical products. I am convinced that settlements of such people, in the fertile districts of the Protectorate, would very soon become self-supporting and prosperous. Under adequate organisation they would afford valuable object lessons to the natives of the Protectorate, and they would probably contribute, in a notable degree, to the rapid development of this territory. The immigrants should not be allowed to scatter themselves about the country according to their individual will or fancy, but should be formed into compact and well-defined agricultural settlements in specially selected localities. They could there work out their own salvation as separate and semi-independent communities and without interfering, in any objectionable way, with the aboriginal population of the country. A reasonable amount of control and supervision should be exercised over these communities by the Government, and a benevolent interest would be taken in their welfare.

388. He then goes on to suggest that in order to encourage this immigration blocks of 10 acres of good land should be granted at almost nominal rates to Indian settlers coming over with their wives and children, that smaller allotments should be given to bachelors, and that some assistance might be given in the shape of advances towards the cost of maintenance during the first twelve months of residence, to be repaid within a reasonable period.

389. Sir H. Hesketh Bell gave us some further explanations as to the details of his proposals, which will be found on pages 313-320 and 420-425 of the Notes of Evidence, and both Sir James Hayes Sadler, a former Governor, and Sir H. Johnston, who administered the Protectorate as High Commissioner from 1899 to 1901, are in favour of the introduction of Indian settlers.

Hayes Sadler, 3735.

390. The Bishop of Uganda, on the other hand, has addressed to us a letter, which will be found in the Appendix (p. 152), strongly opposing the introduction of Indian settlers into Busoga. The grounds on which he founds his opposition are, firstly, the danger that the immigrants might contract sleeping sickness and even carry it to India; secondly, that the depopulation of Busoga is due to accidental causes—in particular sleeping sickness and scarcity of food—and that if given a fair chance the native races will suffice of themselves to the proper development of the country; thirdly, that the chiefs regard the whole of the country, whether cultivated or uncultivated, as belonging to the various clans into which the nation is divided, and would resent any grant of unoccupied land to Indian settlers as an act of spoliation.

391. We have obtained the evidence both of Sir H. Hesketh Bell and of Mr. Stanley Tomkins, the senior Provincial Commissioner, on the various points raised in the letter, and, after hearing their comments and explanations, which will be found at pages 420-428 of the Notes of Evidence, we are unable to regard Bishop Tucker's arguments as in any way convincing.

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392. In view of what is now known of the nature of sleeping sickness, of the precautions which have—to all appearance successfully—been taken against its further propagation in the Uganda Protectorate, and of the fact that the Indian soldiers, traders, and others now resident in the Protectorate, unless found to be already infected, are allowed perfect freedom of movement to India and elsewhere without any ill effects,\* it seems to us impossible to suppose that any appreciable danger would result from the introduction of a limited number of agricultural settlers into some district carefully chosen as being free from all risk of infection, nor can we believe that in a country which, according to the Bishop's own statement, is nearly double the size of Wales, with a population which has dwindled from 80 to 30 in the square mile, it would be impracticable to find an area where a small settlement of this kind, numbering some 50 or 100 families, could be planted without giving rise to any legitimate grievance on the part of the native chiefs.

Hesketh  
Bell,  
12,984-8.

393. We thought it right to make special inquiries as to the causes to which the Bishop attributes the present depopulated condition of Busoga, because some of them implied a very serious charge against the Administration. It is, of course, clear that the mortality from sleeping sickness and a famine which occurred two years ago (partly as a result of deficiency of labour, and partly from absence of rain), have been largely instrumental in producing this condition. It is also admitted that the mistaken regulation for the protection of the wild pig, now revoked, caused considerable injury to cultivation.† But it appears to us that any impartial person, after reading the evidence given by Sir H. Hesketh Bell and Mr. Tomkins, will agree with us in the conclusion that there is no justification for Bishop Tucker's suggestion that a deficiency in the cultivation of food crops or in the supply of food has been caused by forced labour in the making of roads or in the cultivation of cotton.

Hesketh  
Bell, 13,018.

394. The term "forced labour" is in itself inappropriate and misleading. Its use is based on the fact that in Busoga, as in various other districts of the Uganda and East Africa Protectorates, the natives are so apathetic and so much under the authority of their chiefs that labour for roads and public works, or, indeed, for other purposes, can only be obtained by application to the chiefs, who thereupon arrange for a sufficient supply of workmen at a proper rate of wages.

Hesketh  
Bell, 15,012.

395. So far as we are able to judge from the evidence we have heard, the regulations for employment on public works, whether in lieu of payment of taxes, in repayment of relief given during the famine or in return for direct remuneration, have been framed and applied in a spirit of great consideration and with every regard for the interests of the population. It is difficult to conceive anything more conducive to the general welfare of the community than the measures which have been taken to induce the natives to cultivate cotton for their own profit, and it is satisfactory to learn that those measures are being attended with success.‡ The suggestion that the cultivation of this commodity can be a cause of scarcity of food seemed to us to be entirely disposed of when we were informed that the plot of ground which a man was expected to cultivate—and this for his own benefit—did not exceed half the size of the room in which we were sitting.

Tomkins,  
13,093 *et*  
*seq.*

Hesketh  
Bell, 13,015  
*et seq.*  
Tomkins,  
13,123 *et*  
*seq.*  
Tomkins,  
3140.

395A. Putting aside the objections of the Bishop of Uganda as founded on misconception of the actual proposals before us, and bearing also in mind that there are other portions of the Protectorate besides Busoga which are stated to be suitable for Indian colonisation, we are nevertheless of opinion that there are serious obstacles to the success of the project. The distance to be traversed is great, and transport will be costly. It is not to be expected that either the Government of India or the Administration of the Protectorate should make themselves responsible either for the conveyance of a number of families from their homes to the spot chosen for the settlement, or for the expenses of their return, if the experiment should from any cause prove unsuccessful. The only feasible plan would appear to be that some Indian prince or private merchant should, at his own expense, and on his own responsibility, undertake to found a small settlement of immigrants with such assistance as the Administration of the Protectorate may find itself able to offer him.

Hesketh  
Bell, 9882,  
9894.

\* See Sir H. Hesketh Bell's evidence, 12,960-8; Mr. Tomkins', 13,075-9. The two cases of Indian soldiers who appear to be recovering are especially interesting.

† To another most serious cause of depopulation, the frightful prevalence of venereal disease (Tomkins, 13,091), the Bishop makes no allusion.

‡ See an interesting report recently laid before Parliament on "The Introduction and Establishment of the Cotton Industry in the Uganda Protectorate." [Cd. 4910.]

A proposal of this kind, with adequate security for the fulfilment of the necessary conditions, would, in our opinion, merit favourable consideration. But it should, in the first instance, at all events, be considered as an experiment and initiated on a comparatively small scale—as, indeed, has been suggested by Sir H. Hesketh Bell himself.

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Hesketh  
Bell, 12,896.

#### NYASALAND.

NYASALAND.

396. In reply to the telegram addressed to him at the outset of our inquiry, the Governor of Nyasaland stated that there was practically no opening or demand in the Protectorate for either indentured or unindentured Indians; that there was a superabundance of cheap local native labour, skilled and unskilled, which overflowed to the South African Colonies in search of employment; that the conditions of the Protectorate were unsuitable for employment or settlement of Indians; that the requirements of the native population and of European settlers would render inadvisable any extensive alienation of Crown lands for other purposes, and that any offer by Government of inducements to Indians in the shape of land or passages would be, in his opinion, undesirable. The result of our investigation has been to confirm Sir Alfred Sharpe's views.

Appendix,  
p. 108.

397. With an area of 43,608 square miles and a total population, almost entirely native, of less than a million, the Protectorate is, at present, thinly populated. Its chief products are cotton, coffee, tobacco, tea, chillies, rubber, rice, maize, and wheat, for the cultivation of all of which the Indian agriculturist is well suited; the climate on the Shiré Highlands is not unpleasant, but in the lower lying portions of the Protectorate the mortality among both Europeans and natives is high, and the Indians already in the country are said to suffer from malaria. Although, for the reasons stated by the Governor, Crown lands could not be offered to Indian agriculturists, there would probably be little difficulty in obtaining land from private owners for the purpose, and it is possible that the example of the Indian might stimulate the native to greater industry and improved methods of cultivation. And, lastly, in favour of the view that any genuine demand for Indian labour in Nyasaland should not be opposed, we have the high authority of Sir Harry Johnston.

Williams,  
10,920.  
Metcalf,  
10,650.  
Rees,  
1384-85.  
Metcalf,  
10,635.  
Metcalf,  
10,617.  
Johnston,  
4035.

398. Had such a demand been brought to our notice, we should nevertheless, for reasons discussed at length in the part of the Report which relates to British East Africa, have felt compelled to subject it to the most careful scrutiny. The complications inseparable from the introduction of an alien race into a country already possessing a considerable indigenous population in a low stage of civilisation are aggravated in South and East Africa by the unpopularity of the Banyan trader, between whom and the ryot, far apart as they are in habits and occupation, it is improbable that the existing inhabitants would be able to draw any clear distinction. But, as a matter of fact, though more than one of the witnesses whom we have examined have expressed the opinion that the Indian ryot, if he could be induced to settle, would be a valuable acquisition to the country, no well considered demand for indentured Indian labour has been put forward. The reason is clear. Not only is the supply of labour in the Protectorate adequate for all ordinary requirements, but it is also exceedingly cheap.

399. We were informed by an official witness that the numbers of native labourers who "walk away every year to Salisbury and other North Eastern and Southern Rhodesian centres" is estimated at 18,000 to 20,000. Endeavours are being made to bring emigration to Rhodesia and the Transvaal under proper supervision and control in order to avoid the excessive mortality to which the emigrants have been subject. But it is not found easy to check this exodus. The explanation which is given to account for it, viz., that it is due simply to the high wages offered, points to the obvious conclusion that if employers in the Protectorate could offer wages corresponding to those paid in the Transvaal and Rhodesia (which are not appreciably higher, after making allowance for contingent expenses, than would be required for the Indian immigrant), the natives who now leave the country in search of more highly paid employment would remain at home. But even at the low rates of remuneration now ruling—from 3s. to 5s. a month with rations—there appears to be no real difficulty in obtaining labour locally, except in the wet season, when the natives are generally engaged in cultivating their own gardens; and we have been led to conclude that even at that period, with care and management, a tolerably continuous supply could be ensured. It may, moreover, be safely inferred from the experience gained during the construction of the Shiré Highlands Railway, that as regards other than purely agricultural work the Nyasaland native is neither

Williams,  
10,915.  
Rees, 1377.

Metcalf,  
10,625.

Williams,  
10,913,  
10,926.  
Metcalf,  
10,618.

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incorrigibly idle nor hopelessly conservative. At the outset, owing partly to the novelty of the work, and partly to the inadequate commissariat arrangements, it was almost impossible to induce the natives to engage, and attempts were made to obtain labourers from India ; but after the first eighteen months, as the novelty wore off and food was more liberally provided, the local supply was found to be ample.

400. We conclude therefore that so far as ordinary manual labour is concerned, it is unnecessary to look beyond the native population ; and we accept this conclusion the more readily, because the importation of labour from overseas is financially impracticable. It is clear from a comparison between the local rates of wages and the cost of immigrant labour—which could not be estimated at less than 25*l.* a head per annum—that indentured immigration would be of no benefit to the individual employer ; and the alternative policy of State-aided Indian land settlement, for which the Protectorate could not, and India certainly would not, pay, seems equally excluded from consideration on those very practical grounds.

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## III.

PART III.

## RECAPITULATION AND GENERAL RECOMMENDATIONS.

401. We will now very briefly recapitulate the conclusions to which we have been led as the result of our enquiry, and which we have stated at length in the previous pages, adding one or two recommendations of a general character.

402. It will have been seen that the importation of Indian emigrants into certain of the Crown Colonies was resorted to more than 60 years ago, in order to meet a dearth of agricultural labour, resulting from the abolition of slavery, which threatened to destroy the sugar industry and thus produce financial and commercial ruin. The object was achieved, and the importation has been continued up to the present day with undeniable advantage to the Colonies concerned. The system was violently attacked in Parliament at its first commencement. It was in consequence suspended pending inquiry, and was not revived until measures had been taken to place it under proper administrative control, both in India and the Colonies. At intervals, when defects in the law or abuses in practice have been brought to light in any of the Colonies, investigation has been made by Royal Commissions sent from this country, or by local commissioners appointed by the Colonial Government concerned, and in this manner, with the assistance and supervision of successive Governors and their subordinate officials, who have taken a deep interest in the question, the ordinances regulating the conditions of emigration, and the relations between the employer and the immigrant labourer, together with the administrative machinery for enforcing those ordinances, have been brought to a condition which gives little ground for adverse criticism. Those Colonies which have had recourse to Indian immigrant labour at a later date for the development of similar industries for which native labour was not available have based their arrangements on the experience thus obtained. It can safely be said that, notwithstanding some unfortunate occurrences at times now remote, the system has in the past worked to the great benefit, not only of the Colonies, but equally of the main body of emigrants, and does so still more in the present.

## INDIA.

INDIA.

403. The attitude of the Indian Government has from the beginning been one of neutrality, more or less benevolent. They are careful for the protection of the emigrant, but dissociate themselves entirely from any active promotion of emigration. In their own words, their policy may be briefly described as one of seeing fair play between the parties to a commercial transaction, while altogether abstaining from mixing themselves up in the bargain. They permit recruiting to be carried on under the direction of agents appointed by the Colonial Governments, taking such precautions as have been found by experience to be necessary in order to prevent the emigrants being imposed upon and to secure their health and comfort while in transit to their destination. A suggestion made by Lord Salisbury, when Secretary of State for India in 1875, that they should adopt a more active policy in promoting emigration was met by them with strong objections. They pointed out that, having regard to the enormous population of the districts of India from which the emigrants are principally drawn, emigration to the Colonies, even if it were given the fullest possible extension, could have no perceptible effect in diminishing the pressure of numbers, whilst the officers of the Government and the Government itself would be placed in a false and invidious position if they made themselves responsible for the prosperity of the emigrants in a distant country, and in circumstances over which they had no means of exercising direct and effective control. These objections are maintained with no less force by the present Government of India, and we do not question the wisdom of their decision, which is based on very obvious considerations of prudence.

404. But it seems to us that, as the majority of emigrants, whatever proportion they may bear to the total population, do undoubtedly prosper, all reasonable means should be taken to make the fact known, and to avoid misrepresentations and suspicions which tend to hinder recruiting, and are a source of embarrassment to the Government. With this object we have suggested that it would be well to put into effect a suggestion made by the Viceroy and his Council in 1877 that

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Indian officers should be deputed at regular intervals (say, once in five or seven years) to visit the various Colonies which receive Indian emigrants and report upon their condition and on any arrangements which may be desirable to promote their welfare. The publication of these reports and the facilitation of correspondence between the emigrants and their families—a subject which has already received attention in several of the Colonies—ought in our opinion to do something at all events to overcome ignorant prejudice, to render emigration more popular, and thus to secure a steady supply of labourers of the most suitable kind for the more distant Colonies.

405. We have also recommended that certain alterations should be made in the existing system of recruiting, by defining the areas in which recruiting operations should take place, by establishing more effective supervision over the subordinate agents, and by amalgamating the agencies of the various Colonies into one joint office. If these changes can be effected we believe that the recruiters may be regarded with less suspicion and dislike, and that there will be less risk of including among the emigrants a proportion of men unfitted for the work for which they are destined.

CEYLON.

CEYLON.

406. Taking in succession the various Colonies who receive emigrant labourers from India, we have no criticisms to offer in regard to Ceylon, where immigration is entirely unindentured, and is carried on under a system which we have described at some length. All the arrangements have recently been very carefully investigated by a local commission whose recommendations are receiving practical application.

STRAITS  
SETTLE-  
MENTS AND  
FEDERATED  
MALAY  
STATES.

STRAITS SETTLEMENTS AND FEDERATED MALAY STATES.

407. In the Straits Settlements and the Federated Malay States, where immigration is partly free and partly under indenture, the regulations appear to us to be generally well devised, and we believe that much care is being taken to ensure their proper execution. The mortality, however, among the coolies, particularly in the Federated States, is a matter for grave solicitude. We have noted with satisfaction that the efforts of the immigration officers are producing a sensible improvement, that the question is engaging the serious attention of the Governor, and that the system of immigration under indenture is likely to be discontinued. We have made one or two suggestions as to administrative improvements, based on the evidence which we heard from an experienced witness, but the matter is eminently one for investigation on the spot, and for consideration with a full knowledge of local conditions. We have also called attention to the inadequacy of the provision made for the education of the children of Indian immigrants, and to the expediency of encouraging as far as possible the introduction of female immigrants of good character.

MAURITIUS.

MAURITIUS.

408. In Mauritius, where sugar has always been the principal article of export, Indian immigration may be said to have been the means of averting an industrial collapse at the time of negro emancipation, and of greatly mitigating the effect of various calamities with which the island has been visited in more recent times. The Indian immigrants and their descendants now form nearly two-thirds of the total population, and are a valuable element of the community—orderly, prosperous, hardworking, and contented. The ordinances affecting the immigrant labourers were modified in many important respects on the recommendation of a Royal Commission which was sent to enquire into the system in 1874. Fresh changes have recently been introduced in accordance with suggestions made by an officer of the Indian Government, Mr. Muir Mackenzie, who visited the island in 1894. The most recent of these are only now coming into operation, and we have found no grounds for further suggestions except in two points:—First, that the intervention of the Protector of Immigrants might be more actively exercised to prevent harsh treatment of the indentured labourer by unnecessary prosecutions, and secondly that after the first five years of indenture have expired, further contracts of service under the special obligations and liabilities attached to such indentures should be permitted, if at all, for a further period of twelve months only. But it

seems to us that indentured immigration has now done its work in this Colony. The population has risen to a density of 559 to the square mile—poverty is increasing—the demand for fresh immigrants has ceased for the last two years, and it does not appear likely that further artificial additions to the population would be to the real advantage of the Colony or of the immigrants.

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#### BRITISH GUIANA AND TRINIDAD.

BRITISH  
GUIANA AND  
TRINIDAD.

409. In British Guiana, which continues also to depend largely on its sugar plantations and takes an annual supply of some 2,000 indentured immigrants, there is still ample field for fresh supplies of agricultural labour. The area of the Colony is nearly equal to that of the United Kingdom, while it has a population of no more than 300,000, of which more than 40 per cent. are of East Indian origin. Much of the country is, however, unexplored, and the land on the coast requires to be protected by artificial embankments against the sea. It is not, in our opinion, desirable to push on the importation of labourers at an accelerated rate unless there is a certainty that means can be found to settle them independently on the land at the expiration of their indentures. The Immigration Ordinances have been at intervals the subject of much careful revision, and have been, with good reason, taken as a model by other Colonies. We are satisfied by the general tenour of the evidence which we have heard that both here and in Trinidad the immigrant is well treated during his period of indenture, and has excellent prospects of acquiring competence and even wealth after its expiration. On one point alone have we thought it necessary to suggest enquiry in these two Colonies—that of the large percentage of prosecutions and convictions for offences under the Labour Ordinances. We are assured that on the best-managed estates such constant recourse to legal penalties is found unnecessary and is considered impolitic, and we cannot but think that some alteration either in the law or in administrative arrangements might induce other employers to take a wiser and more considerate course.

410. In Trinidad, where the production of cocoa has outstripped, though it has not supplanted, the cultivation of sugar, the demand for Indian immigrant labour has varied much in different years, but may be put at an annual average of about 2,000.

411. We have discussed at length the allegation that this importation has led to a reduction of the rate of wages and to the prevalence of unemployment among other classes of the population, and have stated our reasons for considering that it is unfounded. A portion of the island consisting largely of Crown lands still remains uncultivated, and it seems to us probable that Indian immigration may be necessary for some time to come to push forward the agricultural development of the Colony and to maintain its existing industries. But a time must clearly come when such immigration should cease, and in the meanwhile it should not, in our opinion, be encouraged beyond what is strictly necessary to keep the labour market adequately supplied.

412. The East Indian population of the island numbers about 30 per cent. of the whole, and we think that the suggestion of the witness who gave evidence on their behalf that they are entitled to have a representative of their own community on the Legislative Council deserves sympathetic consideration.

#### JAMAICA.

JAMAICA.

413. Jamaica takes a much smaller number of Indian immigrants, the annual demand varying between 600 and 800. The continuance of this supply is requisite for the maintenance of the sugar and fruit plantations in those portions of the island where the population of African origin cannot be depended upon for steady agricultural work. The only feature in the Labour Ordinances which appears to us to call for remark is a provision that the estates employing Indian immigrants during the five years succeeding the expiration of their first five years' indenture shall pay a tax of one shilling a week for each labourer of this class to the Immigration Fund. The object is to ensure that such employers shall make some contribution to the cost of the system under which the immigrants are introduced. From this point of view the tax is unobjectionable, but it seems doubtful

PART III. whether it may not also have an adverse effect on the immigrant's wages and  
 ——— chances of employment. The question is one which can only be decided by  
 JAMAICA. observation on the spot.

WINDWARD  
 AND LEE-  
 WARD  
 ISLANDS.

WINDWARD AND LEEWARD ISLANDS.

414. In the smaller British West Indian Islands where Indian immigration has been discontinued, we see no practical opportunity for reviving it.

BRITISH  
 HONDURAS.

BRITISH HONDURAS.

415. In British Honduras, on the other hand, with an area equal to that of Wales, and a population about one half that of the Isle of Wight, there appears to be a very promising field for imported agricultural labour. The conditions on which immigrants shall be obtained and other details of the arrangement must, of course, be matters for settlement between the Government of India and that of the Colony.

FIJI.

FIJI.

416. Indian immigration into Fiji began only 28 years ago, since which time it has been continued with complete success, and has been largely instrumental in the development of the sugar industry. The annual number of immigrants has recently averaged between 2,000 and 3,000, and there seems no reason why it should not continue on that scale. The Immigration Laws have been framed on the model of those in force in other colonies. They seem to be well adapted to the conditions of the Colony, and to be carefully and justly administered. Here, however, as in British Guiana and Trinidad, we have been struck by the large number of prosecutions instituted by the employers against their labourers, and we have suggested that enquiries should be made as to the possibility of promoting more satisfactory relations in this respect. If some improvement could be effected on this point, we think that the Government of India might reasonably be asked to place Fiji on terms as favourable as the West Indian Colonies in regard to the provision to be made for return passages.

SEYCHEL-  
 LES.

SEYCHELLES.

417. In the Seychelles there is some demand for Indian labour, the satisfaction of which must depend on the practicability of providing transport from India.

WEST  
 AFRICAN  
 COLONIES  
 AND  
 PROTECTOR-  
 ATES.

WEST AFRICAN COLONIES AND PROTECTORATES.

418. In the West African Colonies and Protectorates we see no field for the employment of Indian agricultural labourers. A suggestion that indentured immigrants should be introduced into the Gold Coast Colony for employment in the mines is not one which we could recommend.

BRITISH  
 EAST  
 AFRICA.

BRITISH EAST AFRICA.

419. In the British East Africa Protectorate the railway from the coast to Lake Victoria, which is a Government undertaking, was constructed by means of indentured Indian labourers, who with but few exceptions returned to India on the expiration of their three years' contracts. As many as 2,000 Indians are still employed on the line with contracts of similar duration. Hitherto there has been no arrangement by which private individuals could obtain indentured immigrants. There can be no doubt that there are considerable tracts of land along the coast which could be more rapidly developed if imported labour were obtainable, and there has been an urgent demand for such labour from the owners of fibre factories established in the arid zone lying between the coast and the uplands. But, for reasons which we have explained in the earlier portion of this Report (p. 12), we are unable to recommend the introduction of indentured labourers for the assistance of private enterprise unless the immigrants are offered the option of remaining in the country after the expiration of their contract, on an equal footing with the rest of the population and with opportunities for settling on the land in any part of the Protectorate which may be suited to them. The objections of the white population



in the upland districts to any measures which would tend to increase the resident Indian population are so marked that we do not think it would be politic in present circumstances to inaugurate a system which might lead to ill-feeling and eventually to serious complications if the uplands should continue to be reserved for white colonisation. It will be more prudent, in our opinion, to trust to the slower process of educating native labour for the development of the latent resources of the Protectorate.

## UGANDA.

UGANDA.

420. In the Uganda Protectorate, where a population greatly diminished in former times by war and slave raids has been still further reduced by famine and disease in recent years, there are large tracts of country where apparently Indian colonies might with advantage be planted. It would, of course, be necessary that experiments of this kind should be tried at first on a small scale, and with every precaution to avoid interference with the native races. But a primary, and to all appearance insuperable, difficulty presents itself in the absence of funds for the initial expenses of the venture.

## NYASALAND.

NYASALAND.

421. In the Nyasaland Protectorate we are led to believe that the supply of labour is adequate for existing needs, and may with proper management be increased, and for financial reasons we consider that the importation either of indentured labour or free immigrants would be impracticable.

## GENERAL RECOMMENDATIONS.

422. This concludes our review of the Colonies and Protectorates to which our inquiry relates, and we wish now to add a few observations on subjects of very diverse character, but which are applicable to all the colonies receiving Indian immigrants.

*Re-indenture.*

423. The law with regard to re-indenture differs in the several colonies, but the practice has decreased and shows a tendency to disappear. In the Straits Settlements immigrants may re-indenture on the expiration of their first contract for a further term not exceeding 600 days, but they rarely do so. In Mauritius re-indentures are permissible for any term not exceeding five years, but as a rule such contracts are rarely entered into for a period of more than one or, at most, two years. In British Guiana re-indentures under the Immigration Ordinances have ceased since 1875, and since 1891 have not been legal. In Trinidad re-indentures are permitted for a period not exceeding twelve months, but we were informed that the practice had fallen into abeyance. In Jamaica also the law permits re-indenture for periods of twelve months, but no such contracts have been entered into since 1891. In Fiji, a proportion, not exceeding 10 per cent., of the immigrants re-indenture themselves, on the expiration of their first contract, for periods of one to three years, the latter being the maximum term sanctioned by the law.

424. In all cases where such contracts are permitted the law provides that they must be signed before an officer of the Immigration Department or a magistrate, that the contract shall not be concluded until after the expiration of the previous term of indenture, and that substantial inducement shall be offered to the labourer in the shape of a bonus.

425. We agree, however, with the view expressed by the British Guiana Royal Commission of 1871, in a passage of their Report quoted by us on page 53, that in principle the system of indenture under the special restrictions and penalties imposed by the Immigration Ordinances is justified on two grounds only: first, the necessity of insuring repayment by the immigrant of the cost of his passage, and the further liabilities incurred in regard to his treatment in the colony and his return passage to India; secondly, on account of his helplessness on arrival in a new and strange country with a climate requiring special precautions for his health. At the end of five years' residence and continuous employment, both these grounds for special control and tutelage should, under normal circumstances, have

disappeared, and we see no sufficient reason why, even as a voluntary agent, the immigrant should be offered inducements to subject himself to more stringent control than that to which other citizens can legally be subordinated.

426. We cannot think that any serious inconvenience would result from the general abandonment of a practice which has ceased in British Guiana for 35 years, and for nearly 20 years has fallen into desuetude in Trinidad and Jamaica. We strongly recommend that in all colonies where the system still prevails the duration of such contracts should be limited to twelve months, and that measures should be taken to abolish the practice altogether within a reasonable time.

*Limitation of Hours of Work for Children.*

427. We were struck throughout the course of our inquiry by the fact that, whereas considerable precautions have been taken to protect both male and female immigrants from excessive work, and regulations have been made defining the age at which non-adults may enter into contracts of labour, no thought had apparently been given to the question of limiting the work of children. We were assured, and no doubt with truth, that the necessity for legislative provisions on the subject had not arisen, that the Indian parents would not allow their children to be overworked, or to be punished with any harshness. On the other hand it certainly appeared that in several of the Colonies little care has as yet been taken to ensure that a certain portion of the children's time shall be given to education. Attention has been given to the subject in Ceylon, and in Fiji the Governor has recommended examination of the question. It appears to us that in every Colony some general regulations should be made restricting the number of hours during which children should be allowed to work, enacting that a certain amount of time should be given to instruction, and laying down rules for the provision to be made by employers or by State aid for this purpose.

*Return Passages to India.*

428. The question of the liability of the distant Colonies for the whole or a portion of the cost of return passages is one which is frequently brought forward, and some discussion of it here will not be out of place. Mauritius has not since 1851 paid any portion of the cost of return passages, except in cases where the immigrant is destitute, but that cost is small, only about 2*l.* The West Indian Colonies and Fiji originally paid the whole cost of return passages. The question was discussed at the time of Dr. Comins's visit to the West Indies in 1891, and Sir Charles Bruce, then Lieutenant-Governor of British Guiana, wrote a memorandum, a copy of which was furnished to us, pointing out the prosperous condition of the immigrants who had made their homes in the Colony and the facilities offered to them for obtaining land. Sir C. Bruce was of opinion that, as the position of the immigrants who settled in the Colony was markedly superior to that which they could expect to attain in India, the provision of a return passage by the State was unnecessary, while, on the other hand, the liability of the Colony was constantly increasing owing to the large number of immigrants being brought in.

429. Attempts had been made to commute the right to a return passage for a grant of land, but these had not been attended with success. In Sir C. Bruce's opinion the cause of failure was that the immigrants, when they became entitled to the return passage, were hardly yet in a sufficiently independent position to make their living entirely by the produce of their own land. And it may be noted here that later experiments of the same nature in other colonies have been equally unsuccessful. Dr. Comins was of opinion that the uncertainty on the part of the immigrants whether they would or would not take advantage of their right to return after 10 years' residence deterred them from settling down at the end of their five years' indenture and giving their best efforts to improving their position. While in favour of ensuring on moderately easy terms the possibility of return to their native land of those who really wished it, he did not think it necessary to encourage the return of those whose actions gave no proof of the earnestness of their desire.

430. He recommended, therefore, that a portion of the cost of the back passage should be paid by the immigrants themselves. This proportion was in 1894 settled at one-fourth for males and one-sixth for females, and in 1897-98 the contributions were raised to one-half and one-third respectively. The immigrant is,

however, entitled to free return passages for the dependents who came over with him as children.

PART III.  
GENERAL  
RECOM-  
MENDATIONS.

431. There has been no change since 1898 in these conditions. In the following year, however, the Secretary of State for the Colonies, Mr. Chamberlain, was impressed by the passage in the Report of the West India Royal Commission of 1897, which pointed out the possibility of the reduction or even extinction of the West Indian sugar industry, and the serious liability by which the Colonies would in that eventuality be weighted for the repatriation of a large number of coolies. He therefore suggested that the Indian Government might cease to require any contribution from the Colonies for back passages.\* The Government of India refused† on the following grounds:—

“First that the course proposed would be of little benefit to the Colonies, as it would materially discourage emigration, if it did not put a stop to it altogether. If the privilege were withdrawn, and magistrates throughout the country were to inform, as would be incumbent on them, every intending emigrant coming before them for contract that he would have to pay his way and that of his children back to India on completion of his engagement, and that each passage would cost Rs. 100 and upwards, in the opinion of one of the most experienced of the Government Emigration Agents no labourers for the West Indies would be forthcoming at all. Secondly that the abolition or further curtailment of the return passage privilege would remove the most effective guarantee that the emigrant will continue to be well treated. The better he is treated the less likely he will be to claim a return passage. If the privilege were surrendered, it would no longer be incumbent on the West Indian Colonies to provide a special service of ships from the West Indies direct to India, and those emigrants who wished and had the means to revisit India would probably have to return by an expensive route *via* Europe.”

432. In 1902 the question was again raised by the West India Committee, and the Government of India in their reply‡ referred to their previous letter quoted above. They added:—

“In many of the Colonies to which emigration from India is practised under the Emigration Act the immigrants are well treated and amass considerable savings. Thus substantial benefit is reaped by individuals and we are anxious to encourage emigration to such Colonies in every legitimate manner. But the numbers emigrating or that are likely to emigrate under any probable conditions are too small to afford any substantial relief to the congestion of population from which some parts of India suffer, while on the other hand, having regard solely to the interests of India, it is not advantageous that the coolies should settle down in the Colonies, spend their savings there, and breed up a race of Indian labourers, who will in time supply the local demand for labour. It is better for India that they should return to this country with their savings and that their place in the Colony should be taken by others who are in need of employment.”

433. Here the matter has rested.

434. In 1899 the request of Fiji to be placed on the same footing as the West Indian Colonies in regard to the cost of return passages was refused by the Government of India on the grounds detailed in the section of this report dealing with that Colony. We are of opinion, as there stated, that the time has come when the request might be reconsidered by the Indian Government.

435. On the general question of the abolition of any contribution to return passage by the Colonies the point of view of the Colonial witnesses§ is governed by their natural desire to limit a liability which is now indefinite and might in conceivable circumstances be very difficult of fulfilment. We do not altogether concur in the argument advanced by the Indian Government in the letter just quoted that it is best in the interests of India that emigrants should return with their savings and make room for others in need of employment. For the evidence before us is to the effect that a majority of the emigrants who return to India with savings are unsettled by the easier life they lead in the Colonies, that they are generally unable to settle down again to the harder conditions of life prevailing in their native villages and to use their capital economically, that with the assistance of their relations and friends they dissipate their savings and then seek to return to the Colonies.|| This they, however, are frequently unable to do owing to age or broken health and the disinclination of the Colonies to accept as indentured labourers return immigrants, who are an unsettling factor in plantation life. We hold that it is best for all concerned that the immigrants should settle in the Colonies where they have served their term of probation.

\* Colonial Office to India Office, 7th January 1899.

† Government of India to Secretary of State for India, 30th March 1899.

‡ To Secretary of State for India, 19th February 1903.

§ Davson 2438; Lubbock 2879; Morison 2968; Hodgson 3522; David 6054.

|| Lubbock 2600; Campbell 3039; Bolton 5357.

PART III.  
—  
GENERAL  
RECOM-  
MENDATIONS.

436. We do not, however, consider that the time has come when the privilege of an assisted return passage should be entirely abolished, and Sir N. Lubbock\* appears to be of the same opinion. That information at first hand should be frequently available of the conditions of work and settlement in the Colonies to which emigrants go is, in our opinion, of very great importance, and communication between India and the Colonies should be as easy as possible, both in the interests of recruitment and in the interests of the emigrants who have already settled in the Colonies. We also hold with the Government of India that the fact that the emigrants have an opportunity of leaving the Colony, if not comfortably situated there, is the most efficient guarantee at the disposal of the Government of India that the emigrant will continue to be well treated, and, though the necessity for such a guarantee becomes less and less as time goes on, yet we do not think that the Government of India would be justified in forgoing it altogether. It appears to us that it is the duty of the Colonies to which emigrants go, all of which have large areas of undeveloped land, so to develop their resources that, even if the sugar industry should become extinct, there would yet be ample scope for the Indian immigrants, who are, as Mr. Duff says, "the beau idéal of colonists," to make their living in an independent position, and we do not contemplate that even in the event of the abolition of the industry there ought to be any necessity for the repatriation of a large number of immigrants. We are satisfied with the present arrangements by which a portion of the cost of return passages is paid by the Colonies, and do not recommend any alteration of it.

#### *Incidence of Cost of Immigration.*

437. We have discussed in Part I. of this Report (pp. 24-5) the grounds on which we consider that a certain amount of assistance may properly be given from the public revenue towards the cost of Indian immigration in those colonies where it has been introduced to meet urgent needs, and we have defined the limits within which, in our opinion, that assistance should in normal circumstances be restricted. As a matter of general principle it appears to us that the cost of recruitment, of transport, of the special treatment necessary for the welfare of the immigrant, and of any liabilities incurred in regard to his return passage, should fall on the class for whose benefit the system has been primarily instituted. But where it can be shown that this importation of labour is of direct benefit to the community at large by providing means for the execution of public works, by the development of uncultivated land belonging to the State, or in other ways, a contribution from the State revenue commensurate with this advantage may be advocated both on grounds of equity and policy. Further, in view of the fact that the immigrant is entitled to all necessary protection from the Government of the country in which he has come to reside, that he is himself a taxpayer, subject to imposts on the articles specially needed for his consumption, and thus contributes directly as well as indirectly to the revenue, we consider that the cost of the system of inspection and supervision instituted under special legislation for his benefit (and also for the advantage of the Colony) may rightly be charged to general revenue.

438. The methods by which the contribution of the employers to the expenses of immigration are levied vary in the different colonies, and are clearly so much governed by local circumstances that we have not felt that we could usefully express an opinion upon them. But we have not found that in any case the charge on public revenue involves any substantial departure from the principles which we have enunciated above.

#### *Immigration Reports.*

439. Regular reports are submitted by the Immigration Departments of the principal Colonies to which emigration under indenture is permitted and are received and considered by the Government of India. We have been struck by the great differences between the reports of the various Colonies in point of scope and completeness. Some are entirely lacking in information on such important points as the wages actually earned by the indentured immigrants and the extent to which the free immigrants have settled on the land. We have therefore drawn up a statement which is printed as an Annex to this Report showing the points on which information

is required to enable the Government and the public to ascertain the condition of the immigrants both during and after their term of indenture, and so to form a judgment as to the measure of success which has attended the system of immigration under indenture with a view to ultimate colonisation. We recommend that for facility of reference the arrangement of all future reports should follow the heads drawn up in this Annex; and that, if annual statistics under any particular head are not easily available, an effort should be made in each third (or fifth) year to collect the information required and embody it in the report of that year.

440. Finally, we would suggest\* that it should be the special business of some officer either in India, at the India Office, or in the Colonial Office, to compare these reports, to watch any changes made in the legislation of the various Colonies, and to suggest the adoption, either generally or in particular Colonies, of measures which have been found by experience to be beneficial elsewhere. In this manner the whole question would receive systematic consideration and treatment. As a further means to this end we would suggest that the Immigration Department of each Colony should regularly receive copies of the reports of all other Immigration Departments and thus have an opportunity of ascertaining how questions which may be occupying its attention are treated elsewhere.

441. We are greatly indebted to our Secretary, Mr. R. H. Griffin, for the assistance which we have received from him during the whole course of our enquiry. He has rendered invaluable help in collecting for us the large amount of documentary information which was required for the study of the subject, in compiling the collection of papers which we have thought it desirable to reproduce as Appendices to our Report, and in the somewhat bewildering task of arranging for the attendance of the various official witnesses from distant colonies whom we have been anxious to consult during their presence in England on leave. We desire to express our obligations to these gentlemen, who, during their brief period of absence from remote posts (in several cases required for remedial treatment of impaired health), have found time to place themselves at our disposal for the purpose of giving evidence. We have also to offer our best acknowledgments to the staff of the Colonial Office for the alacrity with which we have been supplied with historical and statistical information on various points bearing on our enquiry.

e have the honour to be

My Lord,

Your most obedient Servants,

SANDERSON (Chairman).

SANDHURST.

G. S. ROBERTSON.

J. DIGGES LA TOUCHE.

H. BERTRAM COX.

WILFRID ASHLEY.

S. H. FREMANTLE.

WALTER D. ELLIS.

R. H. GRIFFIN, Secretary.

The Right Hon. the Earl of Crewe, K.G.,  
Secretary of State for the Colonies.

## ANNEX.

## PROPOSED HEADS OF REPORT.\*

## I. Arrivals :—

## (a) Indentured :—

Name of Ship.	Port from which sailed.	Date of Departure.	Date of Arrival.	Number Embarked.		Died.		Landed.		
				M.	F.	C.	M.	F.	C.	M.

The class of the immigrants and their state of health on the voyage and when disembarked. Their classification :—Able-bodied, Non-able-bodied Rejected.

(b) Passengers, *i.e.* those who paid their own passage.

(c) Re-immigrations, *i.e.* of persons who had formerly emigrated to this or another Colony.

## II. Return passages :—

Ship.	Date of Departure.	Port of Destination.	Number.		
			M.	F.	C.

Free passage after 10 years.  
Assisted passage after 10 years.  
Sent back as unfit for further service.  
Rejected immigrants.  
Paid their own passages.

## III. Cancellation of indentures during year.

## IV. Re-indentures or other engagements under the law.

## V. Result of the immigration of five years ago :—

Number of Immigrants.	Died.	Repatriated.	Indentured Persons.		Extended Days.	
			M.	F.	M.	F.
M. F. C.	M. F. C.	M. F. C.	M.	F.	M.	F.

## VI. Statistics of total immigrant population.

Working from the last Census returns as a basis of calculation, the following might be shown in figures :—

- (a) Estimate of previous year.
  - (b) Add—introduced in 190 .
  - (c) " born in 190 .
  - (d) Deduct—repatriated in 190 .
  - (e) " died in 190 .
  - (f) Remainder being present immigrant population.
- Detail of (f)—(1) Indentured.
- (2) Free on estates.
  - (3) Free off estates.

## VII. Vital Statistics :—

## (a) Number of births and deaths for—

- (1) Indentured.
- (2) Free on estates.
- (3) Free off estates

with calculation of percentages.

- (b) Statement of infantile mortality classified as above.
- (c) Remarks as to chief causes of death both for adults and children.
- (d) Notice of any particularly unhealthy estates.
- (e) Special notice of accidents and suicides.

## VIII. Work and Wages :—

A statement should be added to the report for male and another for female indentured labourers showing the following details :—

- Name of district.
- Name of plantation.
- Name of employer.
- Mean number of labourers employed.

## Percentage of working days :—

- (1) Worked by each.
- (2) Lost by each by
  - (a) unlawful absence.
  - (b) absence with leave.
  - (c) court.
  - (d) gaol.
  - (e) sickness.
  - (f) bad weather.
  - (g) holiday.

Average earnings (a) per working day.  
 (b) per day actually worked.

An analysis of the above should be given in the body of the report and the figures commented on and compared with those of former years.

Some information should also be added as to the average earnings of non-indentured labourers on plantations and the demand for their labour.

## IX. Crime and offences :—

- (1) Serious crime by immigrants.
- (2) Charges brought by employers against indentured labourers for breaches of the labour law, with detail of sections under which the charges were made, and of the result of the charges—discussion of the same and comparison with figures of previous years.
- (3) Proceedings by immigrants against employers and result of the same.
- (4) Proceedings of Immigration Department against employers and result of the same.

## X. Desertions and strikes.

## XI. New legislation affecting the labour law or the position of the free Indians.

## XII. Administration of Immigration Department.

## XIII. Cost of Immigration :—

Receipts, Charges, and Balance of the Immigration Fund should be shown, also any contribution made to the cost of immigration from the Colony's revenues.

## XIV. Administration of estates of deceased Indians.

## XV. Destitute Indians—lunatics—orphans.

## XVI. Occupations of free Indians.

## XVII. Settlement of free Indians on the land.

*Note.*—The area and value of land held by Indians should, if available, be given and the area of land acquired by them during the year, also such crop statistics as may be available.

## XVIII. Savings (a) in banks.

(b) remittances to India.

(c) taken to India by return emigrants.

*Note.*—Any information available as to moveable property held by Indians should come under this head.

## XIX. Education of Indian children.

*Note.*—Its effect should be noticed as well as its extent.

## XX. Political status of Indians.

*Note.*—The number of voters should be compared with the number of voters in the general population.

## XXI. General condition of the free Indians.

## XXII. General remarks.

EAST INDIA (INDENTURED LABOUR).

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52192  
REPORT

TO THE GOVERNMENT OF INDIA

ON THE

CONDITIONS OF INDIAN IMMIGRANTS

IN

FOUR BRITISH COLONIES AND SURINAM,

BY

Mr. JAMES McNEILL, INDIAN CIVIL SERVICE, and  
Mr. CHIMMAN LAL.

PART I.—TRINIDAD AND BRITISH GUIANA.

Presented to both Houses of Parliament by Command of His Majesty.



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SIMLA,

June 9th, 1914.

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,  
COMMERCE AND INDUSTRY DEPARTMENT.

SIR,

We have the honour to submit the following Report on the condition of Indian immigrants in the four British colonies, Trinidad, British Guiana or Demerara, Jamaica, and Fiji, and in the Dutch colony of Surinam or Dutch Guiana.

2. The following is a brief account of our tour :—

We sailed from Southampton on January 1st and arrived at Trinidad on 14th January 1913. We remained in Trinidad until 25th February, our enquiries being conducted during about one-half of the time from Port of Spain, the capital, and during the other half from San Fernando, the local business centre of the southern sugarcane area. On the 25th February we sailed from Port of Spain and on the 27th reached Georgetown, British Guiana. We remained in Georgetown till 12th March. From 13th March a halt was made for three days at Suddie, the centre of a group of estates and settlements in the Essiquibbo district north-west of the capital. We were in Georgetown again from the 16th till the 29th March when we sailed for Paramaribo in Dutch Guiana. The steamer put in at Nickeri in Dutch Guiana *en route* and reached Paramaribo on 31st March. We made our head-quarters here until 16th April when we returned by steamer to Nickeri where we halted for visits to estates and settlements until April 20th. On that date we crossed the Correntyne River into the Berbice District of British Guiana and arrived at New Amsterdam, an important town about 70 miles east of Georgetown. On 26th April we returned from New Amsterdam to the latter place whence we departed on 11th May, arriving at Trinidad on 13th May. We sailed for Jamaica on 20th May and arrived at Kingston, the capital, on 29th May. We remained in Kingston until June 1st and from the 2nd to the 13th June toured in the east of the island making halts of a few days each at three local centres in St. Mary, Portland, and St. Thomas districts. We again halted at Kingston from the 14th till the 18th June and on the 19th commenced a tour in the south-west and west of the island, making short halts of a few days each in the Vere, Manchester, and Westmoreland districts. We returned to Kingston on 30th and sailed for New York on July 17th. On September 3rd we caught the monthly steamer for Fiji at Vancouver and arrived at Suva, the capital of the Fiji islands, on September 19th. We remained in Suva till September 24th when we commenced a tour of the three islands, Viti-Levu, Vanua Levu, and Taveuni. Halts were made at Lautoka, Singitoka, and Ba in Viti Levu, Lambasa in Vanua Levu, and Waiyevo in Taveuni, the tour lasting until October 14th.

We were again in Suva from October 14th until the 17th when we went for 2 days to the Navua district returning again to Suva where we halted till our final departure. We sailed for Sydney on the 22nd and arrived on the 28th October. The quarantine restrictions imposed by the Commonwealth Government in consequence of an epidemic of small-pox necessitated a halt of seven days in Sydney and altogether seven visits to Health Offices in Sydney, Melbourne, and Adelaide. We arrived at Colombo on 27th November and at Tuticorin on November 29th. From Tuticorin we travelled by rail to Delhi *via* Bombay. Arrangements were made at Delhi for writing our

report on 9th December. Our tour from the date of leaving Southampton until our arrival in India lasted for eleven months.

Our movements within the colonies were facilitated in every way by the Colonial Governments. In Trinidad we were given free passes for journeys on the Government railways and steamers. In Demerara and Jamaica motor cars were placed at our disposal. In Surinam, where communications are by river and canal, a launch was supplied, and in Fiji the steam yacht of His Excellency the Governor was always available. Much time was saved and discomfort obviated by the use of this yacht for journeys to estates, etc., within the reefs surrounding the island. We also retain lively recollections of the open sea crossings which duty compelled us to perform in this yacht.

**3. Scope and method of inquiry.**—In making our inquiries we were guided by the instructions contained in the memorandum transmitted to us through the Secretary of State for India and printed as Appendix A of this report. In the subsequent paragraphs we have, subject to the exceptions noted below, summarised separately for each colony the information collected under the several heads of inquiry as the conditions prevailing in each colony will be more readily intelligible if so exhibited than if under each head the ascertained facts with our comments and recommendations for all colonies together were presented. For obvious reasons, the matters treated in paragraphs 56 to 60 of this report were more suitably and conveniently dealt with for all colonies together.

We have not aimed at giving a comprehensive survey of the origin and development of Indian immigration into the colonies. The historical resumé embodied in the report of the recent Sanderson Commission obviously requires neither condensation nor elaboration. We have endeavoured 'to report upon the conditions of life of the Indian immigrants in the colonies and to submit recommendations considered desirable to promote their welfare'.

We have dealt with the colonies in the order in which they were visited. As Trinidad was the first colony visited and is dealt with first we have usually given fuller explanations of proposals and recommendations included in the paragraphs referring to that colony than in subsequent sections of the report. And while in some cases we have thought it necessary to repeat recommendations it will be understood that recommendations made as regards Trinidad are intended to apply generally unless the contrary is obvious.

In each of the colonies visited the method of inquiry adopted was identical. At head-quarters arrangements were made for the supply of statistical and other documentary information; tours were planned having regard to the local distribution of indentured Indians and the location of casual or organised settlements of Indian immigrants; interviews were arranged with heads of Departments and other Government Officers as well as with representatives of the employers of Indian labour, and with Indian associations or individuals of Indian birth or extraction. From all places where we halted visits were paid to estates, settlements of Indians, schools, orphanages, and other institutions which concerned themselves with the Indian Community. Naturally most of our time was taken up with visits to estates on which indentured immigrants were employed. Such visits were usually but not invariably preceded by notice to the estate authorities. The normal routine on visiting an estate was to meet the manager, go to one or more places in the field where immigrants were working, inquire orally about their work, wages, and food, their occupations in India and reasons for emigration, and listen to all their statements. Managers gave us in this as in everything else all assistance in their power, and our conversations with labourers were rarely overheard by any one in authority on the estate. We also observed work in progress and devoted special attention to the amount of work fixed as a standard task in the various agricultural operations. Having spent from one to three hours, usually about an hour and a half, amongst the gangs of workers in the field we returned to the lines of dwellings, inspected the housing accommodation, sanitary and water supply arrangements and hospital. Then we adjourned to the Manager's office, looked at the pay-sheets, prosecution register, birth and death registers and

other records, and discussed with each manager both matters brought to notice during our visit and the reasonableness and suitability of the system in general. Such visits usually occupied about four hours in the forenoon. According to the distance from our halting place and the size of individual estates one or two estates would be visited. In the afternoon the same routine might be followed on another estate, or a visit might be paid to a locality where there was a body of Indian settlers, or we held a succession of interviews with permanently or temporarily domiciled Indians. A part of most afternoons was necessarily given to correspondence and the perusal of statistics, local ordinances, reports, reference books, etc., etc. On a few occasions in Trinidad and Demerara we were accompanied to estates by officers of the local Immigration Department, but our inquiries on the spot were conducted apart unless we called these officers in to elucidate matters on which they could usefully throw immediate light. In Jamaica, Surinam, and Fiji the Immigration Agent General or an Inspector usually accompanied us as estates were more difficult to locate, but here also we habitually went unaccompanied among the workers in the field or in the dwelling quarters. Our inquiries in the field were some times made in company but more frequently we separated and compared notes later. Visits to rural settlements were made either with or without notice and were devoted to ascertaining the condition of the settlers as well as the earlier experiences of immigrants while under indenture.

The oral information obtained on estates or settlements was supplemented by no less valuable information elicited in the course of interviews with others who sought to meet us or whom we sought to meet. In each colony we were of course in constant communication with officers of the Immigration Department. Officers of the Medical, Educational and Lands Departments were consulted. Managers of estates other than those visited by us, attorneys controlling groups of estates, school managers, clergymen, magistrates, and hundreds of Indians, representing every occupation and degree of social status, including Indian employers of indentured Indian labour, supplied us with facts and suggestions. At each interview or discussion we endeavoured to elicit from the person, or persons present, firstly, the information which the speaker was most anxious to impart and, secondly, such further facts as he was most likely to know at first hand. We met at formal and informal meetings members of Indian associations and representatives of the domiciled Indian community. We are reasonably confident that all valuable sources of information were tapped and that all shades of opinion found expression.

Appendix B gives for each colony a list of estates or settlements visited once or oftener for the purpose of collecting information.

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## TRINIDAD.

**4. Housing and sanitary conditions.**—The dwellings ordinarily consist of ranges of compartments constructed of wood and roofed with smooth or corrugated iron sheets, a building being divided by a central longitudinal partition forming the back wall of the rooms opening on either side. Sometimes dwellings are in single not in double rows. The location of single men and families in separate blocks is always aimed at but on small Estates with a total of 10 to 20 immigrants, accommodation in separate buildings is unusual. The floors are of wood and are raised above ground level. The sites are chosen with regard to soil and drainage facilities, the positions most suitable for dwellings being naturally those least valuable for cultivation. Responsibility for securing sanitary dwellings is divided between the Medical Department and the Immigration Department. The Ordinance (Section 85) requires the employers to provide suitable dwellings in good repair with water-proof roofs and to keep the surroundings well drained and free from vegetation. The floor space assigned by Section 86 is 50 square feet per adult, or 120 square feet to three single men or to a man, woman, and not more than two children. A copy of general rules regarding water supply and dwellings, made by the Protector and the Surgeon General is printed as appendix 1 to this report. A register of dwellings is kept on the Estate and visiting Medical Officers are required to note therein which dwellings are unfit for habitation. These Officers also make requisitions, through the Surgeon General and Protector of Immigrants, regarding the removal of sanitary defects. Failure to provide suitable dwellings renders the employer liable to prosecution, while at the same time the Protector may transfer all or any of the immigrants to another Estate willing to accept them. In the more recently constructed dwellings the Immigration Department has had the internal space required by the Ordinance supplemented by a verandah 6 feet wide with space for a *chula* or earthen cooking furnace, a store of firewood, etc. In the older buildings the width of verandah was four feet. On one Estate visited new dwellings under construction had rooms of 12 feet by 14 feet as compared with a floor space of 120 square feet in the older type. The mean height of buildings is approximately 10 feet, with one door and one window in each compartment of 12 feet by 10 feet. The accommodation on Estates is usually in excess of the statutory requirements for the average population so that two men only occupy many compartments.

The drinking water supply usually consists of rain water collected in tanks and cisterns from the roofs of houses. Water for other purposes is obtained from ponds and occasionally from streams. Drains round dwellings are almost always channels cut in earth.

The defects noted on Estates visited by us were leaky roofs, drains which did not run off water, inadequate arrangements for collecting and storing water, insufficient ventilation, absence of latrines, and the existence of vegetation in the vicinity of the buildings. These defects were of course not universal. The only general defect was the want of latrines. In other respects some estates were satisfactory, but the majority exhibited one or other of the defects above-mentioned. It is, however, just to state that the general condition of the dwellings and their surroundings was much more sanitary than that of the houses in an ordinary Indian village. Taking the defects *seriatim* the older thin sheet roofs should be replaced by stout smooth or corrugated sheets. Owners and managers sometimes wish by patching up a roof as long as possible to postpone the cost of complete renewal, and inspecting officers will occasionally assent to the work of renewing roofs or rebuilding blocks entirely being carried out not simultaneously in a group of blocks but block after block, in succession. Conformity with required sanitary standards might sometimes be enforced with more promptitude. Surface drains which are mere channels cut in the soil will seldom be satisfactory. Even with zealous supervision they tend to become a chain of small stagnant pools. Some estates have concrete channels which should be introduced generally. The drinking water supply problem in some parts of the island has, on and off rain estates, presented difficulties. Potable water can be obtained neither from streams nor from wells. In these cases the source of supply for all consumers is

water collected from roofs of houses into cisterns. The rainy season extends from May to January, with occasional showers in the other months. The average annual rainfall is 62 inches ranging from about 75 inches to 50 inches in tracts of greater or less moisture. During the wet months the supply of water is good and sufficient. On some estates in the drier districts the storage arrangements might be improved by providing a larger cubic capacity, while the rigorous closing or screening of cisterns practised by the most careful employers should be generally enforced. Immigrants themselves are seldom careful to avoid fouling water, and insects and foreign matter should be excluded. In Jamaica we saw simple and effective waste prevention taps which might be advantageously adopted. No definite scale of storage capacity per unit has been prescribed, and probably a uniform scale for all localities would be unsuitable. But as the average dry season rainfall not only of a tract but usually of each individual estate is ascertainable the medical officer should prescribe the minimum storage having regard not to average conditions but to drought conditions on each estate. The collecting gutters and pipes must of course be kept always in good order and illicit interference with the supply by the immigrants themselves discouraged. It is just to add that our visit immediately followed a season of exceptional drought. The supply of water for bathing and washing purposes is sometimes a running stream or river but more usually one or more ponds. It would be easy, as in India, to recommend the observance of sanitary rules in the use and maintenance of these ponds but it seems more immediately practical to recommend that sufficient drinking water be supplied to minimise temptation to drink from them. We think, however, that for the health and convenience of the indentured immigrants regular bathing places should be provided in the immediate vicinity of the dwellings. A solid floor of cement or smooth stone surrounded by a screen  $5\frac{1}{2}$  feet high, would be sufficient. The superficial floor area might be from 30 square feet upwards according to the population, men and women having separate bathing places. The bathers would carry their own water where a running supply was not available.

Ventilation was not specially provided for in some of the older buildings. The door and window were regarded as sufficient channels for admitting fresh air or conveying foul air outward. It seems also that other openings were regarded unfavourably as affording ingress to mosquitoes. The immigrants themselves are disposed to keep their dwellings closed up. What is in our opinion needful is the replacement of solid roofs by "cow-mouthed" roofs or roofs with ridge ventilation. Birds and insects can be kept out by means of wire gauze. Latrines were not provided as employers and supervising officers apparently accepted the theory that Indians of the cooly class could not, without adding unduly to the already large list of prosecutions, be persuaded to use them, while it would also be difficult to find estate labourers willing to clean them. On most estates the immigrants defecate in the cane field or scrub usually at a distance from, sometimes unpleasantly near, their dwellings just as in small Indian villages. A few employers have, either of their own accord or at the instance of the Immigration Department, begun to provide latrines. From time to time the latrine question was discussed and in 1911 an amendment in the Ordinance was proposed, and has since been passed, to empower the Governor to have latrine accommodation provided. The difficulties in Trinidad seem to be no greater than in Fiji where latrines are now regularly and cheerfully used. What is needful is to fix on a type of latrine which is both sanitary and acceptable to those for whose use and benefit it is intended, to pay liberal wages to the labourer in charge of latrines and by constant supervision ensure that the arrangements are always clean and sanitary. The latrines must not be too far from the dwellings. The employers whom we met did not grudge the expense of building latrines but betrayed considerable anxiety lest they should be compelled to build latrines of a type which the labourers would not use while efforts to enforce their use and to repress old habits would lead to serious friction. Those familiar with efforts to popularise the use of latrines in Indian villages will not reject this explanation as insincere. Employers also urged that estate latrines would not effectively prevent ankylostomiasis infection as the vicinity of dwellings off estates was infected, and that partial preventive measures would be practically useless. We think that even without the adoption of general sanitary measures the erection of estate latrines would be beneficial, and that estate



owners might effectively agitate to have action taken outside. The matter has been very fully discussed in the colony and action should no longer be postponed. Suitable latrine accommodation having been provided insanitary habits would soon pass away. A few refractory individuals might be slow to abandon old customs, and in the interests of immigrants in general these should be subjected to any legal form of coercion. Apart from the offensiveness of the practice of defecating all round a group of dwellings, it is here undoubtedly the cause of a great deal of chronic sickness of a disabling kind. The ground for a considerable radius round the dwellings becomes infected with ankylostomiasis. The majority of immigrants arrive in the colony infected and the uninfected minority are at once exposed to infection. With reinfection unrestricted curative treatment in hospital is a costly palliative and not a remedy. The need for a systematic campaign against the hook worm or ankylostomiasis will be referred to later, but medical authorities unanimously regard the provision of latrines as more important than any other preventive measure.

The ground in the immediate vicinity of buildings is kept clean by the immigrants. But we have seen grass, low vegetation, and even cane crops nearer dwellings than was desirable. For at least 20 yards, and preferably for 30 yards, from any range of dwellings no vegetation should be permitted. Most estates aim at keeping the surroundings clear, some are more favoured than others as regards the soil of the building sites and the local rainfall, but in no case need there be any serious difficulty in keeping the proposed space clear of vegetation and free from depressions which harbour filth and facilitate the breeding of mosquitoes. The agency employed for keeping latrines clear might keep the yard space sanitary.

In the past responsibility for keeping estates up to a satisfactory standard in sanitary matters has been in fact, if not also in theory, divided. Medical officers are required to visit estates for treatment of the sick twice in each week and, at intervals not definitely prescribed, to visit the dwellings and surroundings. They are authorised to make requisitions in respect of sanitary matters not direct to the estate managers but in a roundabout way through the Surgeon-General and the Protector of Immigrants. They also submit annually a report in a prescribed form on the hospital and the dwellings on each estate. The Protector of Immigrants in fact undertakes the responsibility of enforcing compliance with requisitions. The procedure does not in practice tend to inspire medical officers with a sense of direct responsibility as health officers nor to ensure regular and prompt attention to requisitions. Defects were pointed out but no entry of the requisitions was made in the registers or records which estate owners are bound to keep. Inspectors of the Immigration Department are not required to submit periodical reports regarding their action. The Protector of Immigrants devotes a good deal of attention to dwellings, etc., but his visits are necessarily at long intervals and in any individual case he might or might not know of a requisition or take effective action to obviate or penalise delay in compliance. The Protector, with the assistance of the Surgeon General, is empowered to make rules regarding the construction, arrangement and drainage of buildings. What is required in our opinion is that the visiting doctor as Health Officer should inspect the dwellings and surroundings at fixed intervals and enter his requisitions in a special Estate register. Subject to the right of appeal to higher medical authority or to Government these requisitions should be obeyed promptly like the orders of any Health Officer. The Government of Trinidad accept the view that requisitions on sanitary matters should hereafter be so made. Under this system the Surgeon General as head of the Medical and Sanitary Department may, with or without the assistance of the officers of the Immigration Department, enforce compliance. The Surgeon General's memorandum covering the abstracts of medical returns supplied for publication with the annual report of the Protector of Immigrants for 1911-12 concludes as follows :—

“Dealing with the reports by Medical Officers on the estates' hospitals and barracks, water supply, etc., your attention is invited to several instances in which the insufficient and unsatisfactory character of the water supply for drinking purposes is adversely commented upon, to the condition of some of the barracks that are described as leaking, not water-tight, or otherwise unsatisfactory and even dangerous in one instance, and to the entire absence of latrine accommodation at estates' barracks.”

Many, probably the majority, of employers do not wait for requisitions but voluntarily do what is necessary. Some require stimulating, and censurable delay is most likely to arise when a manager on the spot is fettered either by instructions or want of instructions from a non-resident owner. On large estates what is needed and sought for is not stimulation but expert guidance. The provision of sanitary dwellings, etc., is regarded not only as a humane duty but as good economic management. The proprietors of one group of estates arranged in 1912 for the special inspection of their properties by a non-official expert possessing the highest qualifications, *viz.*, Dr. George H. Masson, F. R. S., M.D., D.Sc., (Public Health). A copy of his valuable report was supplied to us by the attorney of this group of estates who regarded sickness as the most fruitful source of discontent and of industrial inefficiency.

We think that it would be advisable to cast on the Medical Department, subject to the control of Government, the duty and responsibility of making all rules regarding sanitation, of issuing directly individual requisitions, and if necessary of enforcing compliance. The officers of the Immigration Department would of course take notice of failure to comply with a rule or order regarding sanitation as they would notice any other breach on the part of the employers. The standard attained in practice would be raised if the Surgeon General whose visits with reference to sanitary conditions are now occasional or a selected Medical Officer specially deputed by him, were to make systematic visits to estates. District Medical Officers are not solely or mainly employed on attending to the needs of indentured immigrants. Some may be keenly interested, some may be dutifully methodical and some may be perfunctory in the discharge of their duties as Medical Inspectors. Experience in Demerara suggests that regular support and stimulus from superior medical authority is beneficial. Medical officers in that colony seem to devote a larger amount of their time and energies to estate work than their colleagues in Trinidad.

To sum up, the housing and sanitary conditions are very much better than those to which the labourers are accustomed, the standard is being raised steadily, and the only general defect is the absence of latrines which are now being generally provided. Temporary defects would be more promptly remedied by a slight change in the method of making requisitions.

**5. Medical arrangements.**—Dealing first with the birth and death rates, the following information is derived from the annual reports of the Registrar General :—

TABLE SHOWING THE BIRTH RATE AMONG (a) INDIANS, AND (b) ALL OTHERS IN TRINIDAD.

	1906-07.	1907-08.	1908-09.	1909-10.	1910-11.	1911-12.
East Indian Population ...	100,101	102,430	104,983	107,955	112,940	112,796
Number of Indian births including—	3,471	3,842	3,857	4,204	4,051	4,082
(a) Boys ...	1,769	1,957	1,957	2,183	2,042	2,108
(b) Girls ...	1,702	1,885	1,900	2,021	2,009	1,974
Indian birth rate (per <i>mille</i> ) ...	34.7	37.5	36.7	38.9	35.9	36.19
General birth rate of the colony ...	33	33	33.9	33.2	31.8	33.88
Indian still births } percentage of local } births.	11.55	10.98	9.51	9.89	11.47	11.14
Other still births }	6.96	6.74	6.77	5.95	6.34	6.69
Number of Indian deaths ...	2,467	3,021	2,825	2,724	2,698	2,937
Indian death rate }	24.6	29.4	26.7	25.2	23.9	26.04
Death rate of general } (per <i>mille</i> ) ... population (i.e., not } Indian.) }	23.9	33.9	21.4	20.3	19	22.01

The figures of population above shown are the calculated annual mean population. The figures of the year 1911 to 1912 are more nearly accurate than those of the earlier years because they are based not on progressive estimates but on the census taken on April 2nd, 1911. The statistical returns show the infant mortality in the colony but do not give separate figures for the Indian population only. The figures of still births seemed to us so striking that we thought it well to show the percentage on local births amongst Indians and amongst all others. Still births being deducted the Indians in

Trinidad are more prolific than the rest of the community. Accurate information regarding the deaths among indentured immigrants on estates is obtainable. The figures regarding births on estates as collected and published in the annual reports of the Protector of Immigrants include births among indentured and non-indentured immigrants. Separate figures for each class are not given. We recommend that this should be done in future, and that the deaths of infants under one year should be separately shown. For the information of the Government of the colony a detailed annual return of the mortality amongst the indentured labourers on each estate is prepared by the Protector. The annual mortality return published in March 1912 shows the population of, and deaths among, indentured immigrants in each of the last 5 years as under :—

Year.	Population.	Deaths.	Death rate per <i>mille</i> .
1907 ... ..	10,764	171	15.89
1908 ... ..	10,884	393	36.08
1909 ... ..	11,620	222	19.1
1910 ... ..	10,200	157	15.4
1911 ... ..	10,660	122	11.4

The annual report of the Protector of Immigrants for 1908-09 states that the season was very unhealthy but gives no particulars. The years comprised in the Surgeon General's annual report ends in March and not in September so that no reliable explanation could be extracted from this source. The utility of the Protector's annual report would be enhanced if, firstly, substantial fluctuations not merely in the aggregate mortality but in the mortality under main contributing heads such as malarial fever, ankylostomiasis, etc., and, secondly, instances of sustained high death rates on individual estates, were noted and commented upon. The focussing of attention on weak spots should expedite remedial action. The separate mortality return alluded to above gives for individual estates the number of deaths, the annual percentage, and the mean death rate. The return also calls special attention to estates with high death rates for the year. Under sections 73 and 74 of the Ordinance a plantation with a mean death rate, based on not less than 3 years' figures, exceeding the general mean death rate among indentured immigrants by more than one per cent. may not be allotted additional immigrants until the health conditions are considered to be satisfactory. A few plantations have in recent years had mean death rates exceeding the average by one per cent., but the explanations and assurances given and the action taken were regarded as satisfactory and allotments were not withheld. We think that the annual report of the Protector should give fuller information regarding the application of these sections to estates. Estate owners and managers are not inhumane but like every one else they dislike unenviable notoriety and like every one else will endeavour to avoid it.

The steady decline in the death rate among indentured immigrants in recent years is satisfactory. The mean rate for the quinquennium is 18.2 per 1,000 and the rate for the last year 11.4. It is to be expected that the rate would be lower than the rate among a population with a more normal distribution of persons throughout the age periods and a larger proportion of women. The mortality of recent years amongst indentured immigrants in Trinidad compares favourably with the rates recorded in other colonies.

The recorded births and deaths on estates in each of the last five years for which statistics were collected and published were as under:—

Year.	INDENTURED AND UNINDENTURED POPULATION.		Births.	Rate per mille.	Deaths.	Rate per mille.
	Males.	Females.				
1907	17,675	6,758	374	15.8	387	15.8
1908	17,454	8,701	370	14.1	381	14.56
1909	17,583	8,576	374	14.8	344	13.1
1910	16,776	8,291	345	13.7	298	11.8
1911	16,938	8,568	304	11.9	250	9.8

The figures show both a very low death rate and even allowing for the disproportion of the sexes, a rather low birth rate. The reports contain no comment or explanation. On the estates visited by us the rates among the indentured were not consistently abnormal. The prescribed registers did not include statistics of the unindentured population, who were living under no restrictive control. As only workers' names appear in pay lists we could not accurately ascertain the rates among unindentured without making a special census. The statistics published in the Protector's report are probably incomplete. An estate manager is compelled by law to keep *inter alia* a list of indentured immigrants allotted to his estate and registers of births and deaths of such immigrants occurring on the estate. He is under no legal compulsion to keep accurate population registers relating to the unindentured. Managers are invariably informed by their subordinates of births in the dwellings provided for the indentured immigrants or in the estate hospital. There is no danger of omission to record deaths occurring among the indentured. The non-indentured Indians may live in dwellings near the indentured or they may live in houses on or near the small cane plots, etc., which they cultivate. Only the indentured labourers are legally entitled to free medical attendance. Other labourers residing in estate dwellings do in fact receive attendance but need not accept treatment. Consequently births and deaths on an estate among the non-indentured may easily escape record in any estate register. Moreover, children of an indentured father are sometimes born off the estate. The medical officers' annual reports, do not deal sufficiently with birth and death rates. The Inspectors of the Immigration Department do not submit annual or periodical reports. The desirability of scrutinising the birth and death rates as reflecting health conditions on estates amongst the non-indentured as well as the indentured might advantageously receive more systematic recognition. In respect of births and deaths it would be desirable to have the same statistical year recognised in the Protector's reports as in the annual reports of the Surgeon-General and the Registrar General.

The medical care of the indentured immigrants is entrusted to the Government medical officers in the districts in which the estates are situated. Usually patients are treated in estate hospitals maintained at estate expense. A few estates (twelve at the time of our visit), have no hospitals and send patients to the nearest Government hospital, the estate paying one shilling daily for each patient.

Fifty-seven estates have separate hospitals, a joint hospital usually serving two estates only, in a few cases three or four estates, and in one case five small estates. Men and women are kept in separate wards or rooms. Some hospitals are better housed or equipped than others but to the lay eye none of them fell

below a satisfactory standard. The mosquito-proof gauze surrounding verandahs in Fiji and in American tropical hospitals seen by us has not yet been introduced in Trinidad and British colonies generally nor, we think, in India. The latrines were usually of the ordinary box pattern which, though kept clean, were unacceptable to Indians of the labouring class. Ordinarily hospitals are visited twice a week by the medical officer. In the case of a few hospitals drawing patients from a small estate population and situated at a considerable distance from the medical officer's residence a single weekly visit is authorised by special order of the Governor. In all cases the medical officer must visit an estate on receipt of an urgent call at any time. The resident staff of the hospital consists of as many dispensers and nurses as the average number of patients may require. These dispensers and nurses are usually black or coloured men, as are some of the outside workers on the estate and consequently of the patients. Indians are usually kept in wards or rooms apart from the latter. A hospital on a large estate or a joint hospital may have an average in-patient record of upwards of 40 patients. We thought that the larger estate hospitals should be visited oftener than twice a week and the Government of Trinidad having consulted the Surgeon-General assented to this view. We think that Indian youths, whether born in India or in the colony, should be attracted to the colonial hospitals at Port of Spain for training as dispensers. We have no reason to question the technical competence of the dispensers now employed but men of the same race as the patients, as in Demerara, would be more efficient. Hospital in-patients are nowhere characterised by reasonableness and Indian patients often express their distrust of and dissatisfaction with the treatment. A common complaint was that they did not get enough food. We found that this grievance rested on nothing more than the substitution of "low diet" (not necessarily a cheap diet) for more solid and less digestible food in the case of patients suffering from malaria, diarrhoea, dysentery, etc. A dispenser of Indian extraction would often have made the *regimen* more acceptable and would have been in a better position to deprive a patient's relatives and friends not merely of the opportunity but of the inclination to smuggle in contraband food. In the interests of the patients hospitals are required to be fenced so as to preclude ingress and egress except by a gate under control. The rule is usually but not always observed. Patients will try to go out to their dwellings which are often within 50 yards' distance, and their friends will smuggle in food occasionally with serious results. Leaving a hospital without leave is under the Ordinance an offence. Prosecutions for the offence are rare but not unknown. The Government of Trinidad assents to the desirability of placing more reliance on effective precautionary measures. A deterrent effect created by the occasional prosecution of a contumacious offender is dearly purchased. Many other immigrants regard such prosecutions as instances of callous oppression, and when some ailment necessitates their own admission to hospital are not predisposed to regard the doctor simply as a capable friend in need.

On most estates an indentured immigrant is regarded as either fit for work or a subject for hospital; a man who professes himself unable to turn out for work is ordinarily sent to the hospital at once. An exception may be made in the case of an industrious immigrant of a few years' standing. If such a man states that he is mildly indisposed his word will be taken. In adopting an almost invariable rule of sending men to hospital when they plead illness estates are endeavouring to prevent delay in treatment and to check malingering. Among 10,000 immigrants there will of course be malingerers but neither doctors nor managers are unduly hasty in diagnosing this offence. On 96 estates for which we obtained complete statistics for five years preceding our visit, there was an average of 33 prosecutions for malingering yearly or one prosecution per estate in three years. It is better for the immigrants to be sent to work if they are not unwell and do not want leave for a definite purpose. Many immigrants who do a good day's work would take a day off frequently if a casual plea of indisposition was accepted and would be clamorously dissatisfied later at the deficiency in their earnings. Officers of the Immigration Department also look askance at entries of idle days as managers are expected to find work for all

who are willing. An estate which had frequent entries indicating that men were on the estate but neither at work nor in hospital would risk being suspected of slackness in providing employment.

Below are given statistics of the total number of cases and of the number of cases under each principal ailment treated on estates in each of the five years from 1907-08 until 1911-12 as recorded in the digest prepared by the Surgeon-General for incorporation in the annual report of the Protector of Immigrants. The figures relate only to the indentured population. In Appendix 3 to our report we give as a sample the latest complete statistical return from which the digest is abstracted, and shall comment on this later.

	1907-08.	1908-09.	1909-10.	1910-11.	1911-12.
Population ... ..	11,506	10,777	11,235	11,551	9,627
Total number of cases treated	28,592	25,055	25,872	21,872	24,304
Dysentery ... ..	935	701	910	860	938
Malarial fever ... ..	10,248	8,716	8,491	6,300	8,433
Rheumatism ... ..	758	624	468	489	514
Anaemia ... ..	1,499	1,429	1,087	1,122	744
Ankylostomiasis ... ..	121	994	1,420	1,596	1,113
Local injuries ... ..	759	<i>Nil.</i>	<i>Nil.</i>	<i>Nil.</i>	<i>Nil.</i>
Respiratory System ... ..	785	786	760	934	781
Digestive system ... ..	2,120	1,988	1,692	1,679	1,647
Parasites ... ..	1,258	849	884	576	820
Ground Itch ... ..	456	376	468	357	478
Skin Diseases ... ..	4,527	3,567	4,076	2,996	3,766

It will be seen that malarial fever accounts for about one-third of the total cases, and that skin diseases and diseases of the digestive system are next in importance. It might be well to regard anaemia and ankylostomiasis together because there is reason to think that many cases classed comprehensively as anaemia are due to ankylostomiasis. Cases returned as skin diseases may also be ankylostomiasis. As regards diagnosis the following remarks are extracted from the memorandum of Dr. Eakin, Acting Surgeon-General, forwarding the abstract for 1908-09 :—

“Nine hundred and ninety-four cases of ankylostomiasis were recorded as against 121 cases during 1907-08, while the following group of diseases Anaemia, Ground Itch, Parasitic Skin Disease (in which are probably included cases of ankylostomiasis) yielded 6,213 cases as compared with 7,740 cases during the previous years’ contrasts which are of interest as indicating more careful diagnoses.”

In that year and in two succeeding years ankylostomiasis cases showed a steady increase. In 1911-12 these cases showed a decrease but again Dr. Clare, the Surgeon-General comments as follows :—

“There are recorded 1,113 cases of ankylostomiasis with 26 deaths assigned to that cause. It is probable, however, that amongst cases of Anaemia 744, Parasites 820, Skin diseases 3,776, and Ground Itch 478, which together account for 5,808 cases, there is included a considerable amount of ankylostomiasis which escapes statistical identification.”

In the hospitals on Trinidad estates the dispensers generally did not appear to have been so systematically trained as subordinates in Demerara estate hospitals to assist medical officers in detecting ankylostomiasis by an examination of the patients' stools. It is obvious that a busy medical officer in charge of several hospitals cannot personally perform all these examinations.

All estates are anxious to combat malarial fever, but all do not take equally systematic measures. Some estates try to eradicate mosquito breeding grounds. On some quinine is distributed more or less regularly, while on others it is supplied on demand. On one estate the owner—manager, who had come to the colony as an indentured labourer, told us he gave out quinine to all labourers daily in the morning. Besides adopting all sanitary measures to destroy mosquitoes and keep dwellings mosquito proof, the practice of inducing both labourers and their children to take quinine daily or at short intervals, at least during seasons when infection is probable, might with advantage be adopted generally. In British Guiana it has apparently worked well on a large scale. When hospital returns clearly showing the daily sickness rate for this and other diseases are introduced managers of estates with an unsatisfactory record will not wish, even if they are permitted, to leave any preventive or remedial measure untried.

The organisation of measures to reduce ankylostomiasis seems to have received prolonged consideration. The following extract from Dr. Masson's report abovementioned incidentally explains the nature and effects of this disease:—

"The mouth of this small creature (*i. e.*, the hookworm or *ankylostoma duodenale*) is provided with a fringe of hooks by means of which it attaches itself to the inner lining of that portion of the small intestine which is in immediate continuity with the stomach. It lives on the blood which it sucks from the bowels. The females are usually more numerous than the males, and after impregnation they lay a prodigious quantity of eggs which, happily, do not hatch in the intestine of the infected person, but pass out of his body in the stools. Once deposited in damp soil, the eggs, which may rapidly be recognised under a low power of microscope, hatch out little larvae which grow for a while, and then develop a protective capsule in which they lie dormant, until swallowed by men, in food or water, or through the medium of soiled hands. The disease set up by the worms is apt to run a chronic course, owing to constant reinfection. The gastric irritation caused by the worms, and sometimes by other intestinal parasites as well, is not infrequently associated with a depraved state of the appetite in which the patient craves for dirt. This condition is known as geophagia or allotriophagy, and as the dirt eaten is often contaminated with the eggs of the hookworm, reinfection is indefinitely kept up. When trodden upon by bare feet the larvae sometimes burrow into the skin and produce the form of irritation known as ground itch. The profound anaemia of estate coolies is, in most cases, due to hookworm diseases and so also the bulk of the digestive or "belly" troubles which go to swell the number of hospital admissions. I must confess to some difficulty in understanding why planters patiently suffer 4,000 and odd coolies, otherwise valuable labourers, that is to say, more than two-fifths of the whole indentured population to be put out of action yearly by this most preventable of diseases. In 1896, 85 per cent. of the miners round about Brunnsberg, a large mining centre in Austria, were found to be infected with ankylostomiasis. As a result of medical treatment and the adoption of preventive measures, the percentage of sufferers was reduced to 47 per cent. in 1898, 26 per cent. in 1899, 23 per cent. in 1900, 12 per cent. in 1901, and 8 per cent. in 1902.

"In England a similar outbreak recently occurred in a Cornish mine, and was the subject of investigation and report by an inspector of the Local Government Board. The cause of the disease was the same as in Trinidad, *viz.*, ignorance and filthy habits on the part of the miners and the failure of the mine-owners to provide proper sanitary conveniences for the men underground".

On one large estate we were told that three-fourths of the immigrants arrive from India infected and were at once sent to hospital for treatment, and it may be safely said that more than half of the total number of immigrants bring the infection. The medical officers in charge of immigrant ships apparently hold that they cannot deal with the disease on board ship, partly because a complete cure could not be effected in the time available and partly because the medical staff, even when the majority of immigrants cease to suffer from sea-sickness, is otherwise fully employed. It may be necessary to accept this view but certainly not hastily nor without regret. The infected immigrant

is quite unconscious of his pathological condition. He arrives in a state of cheerful excitement and is allotted to an estate where he hopes to earn and save money from the outset. He is on arrival given light work and within a few days is subjected to examination for hookworm. His work and opportunities of saving are stopped and he is sent to hospital, put on low diet, and given unpleasant medicine at intervals. If he is very intelligent he may understand that he is being cured of an ailment which he brought with him but even then his first experience of the colony is unhappy. Most immigrants will vaguely credit the colony with the immediate need for hospital treatment of a novel kind and tend to side thenceforward with the grumblers whom they have met among their predecessors. Again, the voyage lasts about 6 weeks. Ten days or a fortnight will ordinarily be needed to overcome seasickness. A month of idleness remains. It is true that it is a month of improvement in general condition in most cases, but this is more than counterbalanced by the loss of wage-earning time later. A complete cure in 3 or 4 weeks is not possible in most cases. The parasite is not expelled by a single treatment. But a great deal can be done in 3 or 4 weeks. The immigrant will arrive in a really, though not perhaps apparently, healthier condition. He will see hundreds of fellow patients on the voyage and he will readily understand that he and they did not at any rate contract the disease in a country which they have not yet seen. As regards the possibility of treatment on board ship we can see no insuperable difficulty. A few dispensers, trained to assist in this treatment, might be needed to reinforce the ordinary medical staff. Before the treatment of immigrants on the voyage is regarded as impossible it would be in our opinion desirable to depute a medical officer from the Demerara staff, together with two or three dispensers, to make a voyage as additional medical officer from India to Trinidad or Georgetown. His report would be a valuable preliminary to any conclusion for or against ankylostomiasis treatment on the voyage. The medical officers now employed on immigrant ships may without discredit have never had personal experience of what might be called wholesale treatment of ankylostomiasis. The deputation of a medical officer from Demerara is suggested because the staff includes several officers who have specialised in the treatment of this disease among immigrants to the very great profit of the latter and perhaps also to the advancement of medical science. The experiment would be worth making in the interest of all the West Indian colonies receiving immigrants and all might share in the expense. Whether or not curative treatment is to be undertaken on board ship or after arrival the principal sanitary measure needed is, as already stated, the provision of latrines which the Government of Trinidad recently decided to expedite.

We found on one small estate that the manager had supplied all his indentured immigrants, men and women, with boots which protect the wearers not only from small cuts which, if neglected, may develop into disabling sores, but also from exposure to one of the sources of infection. We do not feel justified in recommending that this practice be universally followed partly because we were told that other managers failed to get labourers to wear boots regularly and partly because we do not know to what extent boots are protective. Some of the large estates, which are willing to try any hopeful experiment, might provide boots for a substantial number of their labourers and have the results carefully noted and compared with the results among the bootless over a lengthy period. Some estates tried the effect of supplying kerosine oil tar, and mixtures of tar and oil, etc., into which the labourers might dip their feet in the early morning. The results were inconclusive.

There has been a good deal of inquiry, discussion, searching of minds, and outlay of money in Trinidad in the effort to solve health and sanitation problems but hitherto with less practical result than in British Guiana. Returning to the statistics of sickness we are faced by the regrettable fact that they convey very little definite meaning to ourselves. As regards mere case numbers we have no standard with which to compare figures because these cases represent not voluntary but compulsory attendance for medical treatment. On our visits to individual estate hospitals we endeavoured to understand exactly what the sickness meant to the average immigrant in days of inability to work



and to earn wages. We found that the detention in hospital per immigrant unit on estates from which information was obtained was from two to four weeks yearly and that men were longer under treatment than women. After we had visited some estates we explained to the Surgeon General our difficulties regarding the existing method of registration, tabulation, etc. We found that Dr. Clare had already taken up the question and was consulting authorities including one of the schools of tropical medicine. As he manifested willingness to take account of our special suggestions a series of conferences with him at intervals during our stay in the colony resulted in the drafting of the hospital forms and returns shown in Appendix 2 of this report. The diseases shown as headings of columns in the returns are entered for purposes of illustration. They will be prescribed by the Surgeon General having regard to the importance of particular diseases from time to time. They have, we believe, now been introduced in estate hospitals in Trinidad and Demerara. We were agreed that the existing annual report return (Appendix 4 of our report) contained both less and more than was required in statistics published for general information or for the guidance of sanitary authorities. In drawing up the forms we aimed at securing an easily kept record of the principal diseases affecting the health and contentment of immigrants, exhibiting in a readily intelligible form their effect on working efficiency, showing the incidence of sickness amongst immigrants at successive stages during the indentured period, and giving separate particulars regarding men, women, minors, and children. The existing returns in themselves would not for instance show up continued bad health among children on an estate though the medical officer's annual report on that estate would probably bring the fact to the notice of the Surgeon General. What is needed is the presentation of really instructive facts in published returns available to all medical officers, estate managers, and officers of the Immigration Department as well as to the colonial and Indian Governments. A commentary might illuminate the position still further. A comparison of the health records of different estates will be valuable and is calculated to draw attention to remediable defects in either medical or sanitary arrangements. Moreover, colony can be compared with colony. Although such inter-colonial comparison might involve careful consideration of differences in the organisation and working of medical arrangements, there would at any rate be reasons for thorough inquiry if one colony had an average sickness record of 15 days while another had a record of 25 days per unit per annum. It would be better to know the fact and the explanation than to remain in ignorance. A comparison of case totals is practically unprofitable. We have discussed this question of medical statistics at considerable length because our experience in Trinidad led us to believe that discontent among immigrants, apart from dissatisfaction arising out of petty and sometimes formal grievances, was usually accompanied by an indifferent health record. In some cases a high prosecution record was possibly an accidental and possibly a consequential accompaniment of unhealthy conditions. An immigrant's unwillingness to work or impatience of reasonable disciplinary control may be due not to laziness or moral depravity but to the nervous consequences of physical weakness. If the published medical records give more readily intelligible information regarding preventible ailments of each class of immigrants on each estate, the sanitary and other measures required to promote the health, wage-earning efficiency, and general contentment of the indentured labourers will be more surely and promptly introduced.

The treatment of the sick in hospital is supplemented by a system of dealing with invalids as out-patients. Immigrants with trivial ailments are treated as ordinary out-patients as at any other hospital or dispensary. Any indentured immigrant who on first arrival or subsequently is for any reason incapable of doing the ordinary task may be put on the "Invalid List". Such immigrants are entitled to daily rations and to be given work suitable to their condition receiving such wages as the Protector thinks proportionate to their work. "Rations" in the Ordinance means a prescribed quantity of various specified kinds of food, but in practice we found that in interpreting the word as applicable to immigrants leaving hospital some medical officers understood it as including any kind of solid or liquid food they thought suitable.

Managers always accepted this liberal interpretation which the Trinidad Government agrees to legalise. On states visited by us the treatment of patients out of hospitals varied. One medical officer might order discharged patients to be put on light work while another made no specific direction. Managers usually visit hospitals daily and know the condition in which a patient is discharged. Having regard to the reducing effects of some ailments it is desirable that persons convalescing after these ailments should be considerably treated. It is for every reason necessary to restore the workers to full vigour as speedily as possible. We think that when a discharged patient is not able to do a full day's work—a very ordinary occurrence—the medical officer should have power to direct that he be given for so many days such diet as may be needful and *in addition* for so many days not exceeding a quarter day's work or quarter task, for so many a half day's work, etc., at ordinary time or task rates. The diet should be in addition to wages until normal strength returns. The cost of ordinary rations issued to all invalids at present is apparently deducted from earnings subject however to the limitation imposed by section 91. The adoption of our proposal may add slightly to wages bills of estates but money spent on expediting the recovery of a labourer's full strength is not a net increase of cost. A labourer discharged from hospital after a smart attack of malaria should not be compelled to do normal work too soon. Half a task will frequently exhaust him as much as a full task will an able-bodied man, but he will earn half the latter's wage or just about enough to keep himself. If he tries to save part of his earnings or by over-exertion to increase his earnings he will injure himself. Both his own health and spirits and the goodwill of his neighbours will improve if the estate helps him on the way to normal health. We detected no trace of the exercise of compulsion to undertake full tasks at once, but we think that the risk should be minimised. As regards the present practice of putting persons of inferior physique on the invalid list we have no other comment to make. Medical officers adequately use their power to prevent men who are normally weak being called on to work in excess of their strength. We have seen technical invalids who voluntarily exceeded their limited tasks and earned full wages without undue effort.

Variations in the condition of a labourer and his fitness to do daily work involving from 6 to 8 hours of physical exertion are generally reflected in his weight. At least during the first year immigrants should be weighed once a fortnight and the medical officer should inspect them at least once a month. The immigrants are living under new conditions and their food is different in some respects. They have fewer cereals to choose from and vegetables though abundant are often strange to Indian palates and stomachs. The work involves more active muscular exertion than that to which Indian agricultural labourers are accustomed. Individuals suffer at first from more or less pronounced home-sickness. During acclimatisation and training into being good workmen systematic medical supervision of *all* immigrants is desirable. It is not sufficient to wait till a man or woman is incapacitated or reports sickness, which might be obviated by periodic examination and the supply of additional food, tonics, etc., at the expense of the estate. The Government of Trinidad agrees to the introduction of a monthly medical inspection of all first year immigrants and their fortnightly weighing.

**6. Tasks, hours of work, and wages.**—The important provisions of the Ordinance as regards tasks are:

"Section 115".—

No task shall be of greater extent than can be performed by the immigrant to whom it is assigned within one working day of seven hours without extraordinary exertion.

"Section 117".—

The rate of wages for any description of task work performed shall not be less than that ordinarily paid for the same description of work to the Creole and other unindentured labourers working on the same plantation; and if there are no such labourers, or if they are paid less than the average rate paid for the same description of work

to such labourers on neighbouring plantations, then not less than such average rate; and if there are no such labourers performing the same description of work on neighbouring plantations then it shall not be less than that ordinarily paid for the same description of work to indentured labourers upon neighbouring plantations. Provided that the money wage agreed upon for a task shall in no case be less than the minimum amount of day wages payable for time work.

The important provisions relating to time work are:—

*"Section 116".—*

(1) The employer shall pay to every indentured immigrant employed in time work day wages at the rate, for each day during which such immigrant has been present at work and has worked with ordinary diligence for the full time prescribed by this Ordinance, of not less than one shilling and one half-penny if he is indentured as an able-bodied adult immigrant, and not less than eight pence if he is indentured as other than an able-bodied immigrant. Provided that if any indentured immigrant is, in the opinion of the Government Medical Officer, physically incapable of earning the minimum amount at the ordinary rates of wages, the Government Medical Officer may direct that his name be placed on a list to be called the "Invalid List" and any immigrant whose name is entered on this list shall receive daily rations and be given work suitable to his condition and be paid such wages proportionate to the work as may be approved by the Protector, or the Protector may, if he thinks fit and with the consent of the employer, cancel the indenture of any such immigrant and provide him, if he so desires, with a return passage to the port or place from whence he came.

(2) The employer shall keep a pay list or labour book in the prescribed form of all wages paid to indentured immigrants on his plantation.

*"Section 125".—*

(1) An indentured immigrant may, by agreement with his employer, work extra time in the field. Provided that the description of work to be assigned to him during such extra time shall be expressly stipulated beforehand.

(2) An indentured immigrant may, by agreement with his employer, work extra time in the buildings, and the employer may assign to him during such extra time any work in the buildings which he is physically competent to perform.

*"Section 126".—*

All extra time work shall be paid for by the hour, at a rate not less than that at which ordinary time work is paid for; and the same provisions, remedies, and penalties in respect of the due performance of work and payment of wages shall apply to service as a watchman and to extra time work, whether under agreement or otherwise, as are contained in this part with reference to ordinary work.

*"Section 127".—*

It shall not be lawful for any employer to employ any immigrant under indenture for more than fifteen hours in any one day, and no immigrant shall be compelled to work for more than nine hours.

Every employer who employs any immigrant contrary to the provisions of this section shall be guilty of an offence against this Ordinance and shall on conviction thereof forfeit any sum not exceeding two pounds.

The following provision governs time and task work:—

*"Section 114".—*

Subject to the provisions for leave of absence from the plantation hereinafter contained, every indentured immigrant shall be present at the work assigned to him on every day (except Sundays and authorized holidays), for nine hours: provided that no immigrant employed in field labour who has been present at the work assigned to him for forty-five hours or has earned, if able-bodied, five shillings and two-and-a-half pence wages, or if other than able-bodied, three shillings and four pence wages during the week, shall be compelled to be again present at work during that week, except during the reaping of the crop, when he shall work six days in the week: provided that every immigrant shall be allowed at least half-an-hour daily for the purpose of eating and resting when he has been at work for four hours and a-half, such half-an-hour to be included in the aforesaid nine hours."

By far the greater part of the work, from 80 to 90 per cent., is done by task. Almost all field work is task work. Forking and weeding provide the bulk of the employment, the former for ordinary men and the latter for men

of inferior physique and women. Draining provides a smaller amount of employment usually for skilled men who earn very good wages. Grooms, watchmen, stock-keepers, carpenters, blacksmiths, etc., are usually paid by the week or fortnight at wages exceeding the ordinary daily rates by 50 to 100 per cent. Work in buildings and miscellaneous outdoor jobs, given either (a) to skilful workers or (b) to weak labourers unable to do work requiring steady effort, are paid for as day work. On cocoa estates the work of picking and breaking cocoa pods and 'dancing' the beans occupies the labourers for half the year, while cultural operations are almost uninterrupted. Tasks are fixed carefully and reasonably. Managers, who have been a few years on an estate either as managers or as overseers, *i.e.*, assistant managers, know the texture of the soil of each field and can gauge with approximate accuracy its friability at any time. They must know its state as regards weeds. Some managers are more careful than others in originally laying down tasks, the more careful making their own estimate in the field before work is begun, the less careful relying at the outset on the statements of a trusted subordinate to supplement their own general knowledge. But, however the task has been estimated originally, it will be checked during the progress of work by the manager. We have never heard of a task being enhanced by a manager and know that it is sometimes reduced. Occasional complaints were made to us about tasks but in only one case of ordinary field work did we think the task stiff. In that case the manager was ill, and work in the field was just begun. In the case of one work of a special kind undertaken during a few weeks in the crop season there was some genuine discontent. During crop season on one group of estates men earned good wages, 30 to 35 cents and sometimes 40 cents daily by "heading" canes into trucks, that is by carrying them from the field where they were cut to a light railway for transport to a central mill. The rates varied with the lead. The men on one estate complained that when the lead was long, *i.e.*, over 3 chains the work was excessively arduous. It did not seem that the trouble lay in the employment being uninterruptedly exhausting, but that when the lead was long on undulating ground the strain lasted too long at a time. We discussed the matter with the manager of the estate and were unable to appreciate the practical difficulties in the way of dividing the lead or substituting vehicular transport. Unfortunately we were unable to discuss the question subsequently with the attorney or general manager whose sympathetic fair-mindedness was recognised by all classes of Indians. A minor complaint was that empty trucks were not always available so that the hours of the men were prolonged by involuntary intervals of idleness. We understood that both these matters were being taken up by the local Inspector, an experienced and capable officer. We mention these grievances as the only instances of apparent hardship which were observed in the ordinary working of an estate. The men at the same time earned good wages and the estates had a good health record. Our visits to fields, which were numerous, usually took place between 8 and 11 A.M. We knew the men had begun work between 6 and 6.30. It was easy to see what proportion of each individual's task had been done up to the time of our inspecting the work of a gang of men. If we spent upwards of half an hour in a single field we could also easily ascertain what amount of work was done before we left by the men whose work had first been interrupted by our conversation with them. We have seen tasks completed by very good men as early as eleven o'clock, while men of very inferior skill or industry might not finish their tasks till 4 P.M. We inquired if anything like an average scale could be prescribed, each kind of work being assigned a standard quantity. This, however, is quite impossible. From field to field, from season to season, and even from week to week, the task must be modified. A shower of rain, an unusual baking of the sun, an enforced delay in weeding operations, variations in crop growth, etc., etc., are seriously disturbing factors. The scale could lay down only maxima and minima, and within the two extremes there would be ample room for hopeless mismanagement. While we are satisfied that tasks are now reasonable we also observed that the unit task, for which 25 cents or one shilling and one-half penny are paid, was on most estates rarely exceeded by any large number of able-bodied men employed on ordinary work. A few men would perform a task and a quarter or a task

and a half and we have known a man to perform two tasks in a day. Men doing work requiring strength and special skill usually exceed tasks. We have noted fortnightly earnings of drainers up to 6.80 dollars, *i.e.*, 27½ times 25 cents earned in at most 12 and probably in 11 working days. Having ascertained that although the tasks were reasonable comparatively few men regularly exceeded the tasks we tried to ascertain why many others of apparently equal strength and skill restricted themselves to the unit. The labourers themselves threw no light on the matter. We discussed the point with many managers and suggested that as the men were anxious to earn and save there was some reason, possibly fear of tasks being increased, which induced many able-bodied men to restrict themselves habitually to a single task per diem. Some managers thought that distrust was at the bottom of the restricted output. In former years, *i.e.*, 15 to 20 years ago when sugar estates were struggling with adverse conditions tasks seem to have been temporarily pushed up. When they were reduced again the disinclination to show capacity to exceed the normal task seems to have taken root. The custom remains and is regretted by many, and doubtless by all, managers. No manager wishes to pay for importing, housing, and doctoring 50 men to do the work of 40. This state of affairs is in marked contrast with that observable in the neighbouring colony, British Guiana, where the task unit, though no lighter apparently, is habitually exceeded. There is this practical difference in the two colonies. In British Guiana managers often set a task after taking a time test of half an hour or more in the field. Both in Trinidad and British Guiana the Ordinances provide for appeals to a magistrate by immigrants dissatisfied with wages tendered for time or task work. Such appeals are made from time to time in British Guiana but are uncommon in Trinidad. We do not attribute the comparative frequency of appeals in British Guiana to carelessness or unfairness in the setting of task, but think it is probable that the labourer who wants to put out his energies fully is more critical of task rates than the man who habitually leaves a margin of energy unused. We discussed with managers and with officers of the Immigration Department the utility of empowering the latter to take time tests and adjudicate if complaints were made, without referring immigrants to the Magistrate. The weight of opinion was against this procedure mainly on the ground that it would have an unsettling effect and would suggest that existing tasks were regarded as likely to be excessive. It may be conceded that a ripple of interest and perhaps widely optimistic expectation would be the first result. Probably for a time labourers on most estates would think it wise to apply for tests. But a little patience, tact, and firmness on the part of Inspectors and managers would calm the initial excitement. Subsequently, the fact that Inspectors inquired into tasks regularly would create confidence where there is now apparently distrust or at any rate an undesirable custom which about fifteen years ago originated in distrust. The Government of Trinidad assent to the proposal abovementioned and also to the issue of formal instructions to Inspectors directing them to assist immigrants if formal complaints of a *prima facie* reasonable kind are made in Court against employers regarding tasks, wages, etc. It is obviously bad for everyone to let matters stand, and in this case the healing effect of time has operated with disappointing slowness. We did not find that tasks were fixed unreasonably or had undergone any recent change, but that the strong and skilful labourer was not induced to exert his full strength and skill and that managers recognised and regretted the fact but proposed no remedy. We think that, apart from adjudicating on complaints, Inspectors by going more frequently than they now do into the fields will obviate complaints both by inspiring confidence in the labourer and securing the reasonableness of tasks under all conditions and on all estates.

A reference to section 115 of the Ordinance, as set forth above, will show that strictly speaking, the task should vary with each individual worker. It is not so varied. The average worker's capacity is taken as the standard, and we think that this is necessary. Thirty men working together as piece-workers cannot have thirty separate rates, nor, except possibly in Utopia, will a good worker be content with the wage paid to another whose daily output of work is invariably less than the former's by 25 to 50 per cent. Under this section as

now interpreted and applied there is a danger that the new-comers may suffer. On most, probably all, estates new-comers are for a few weeks employed as time workers till they get accustomed to the new conditions and novel field work. The majority of immigrants, though of the agriculturist class, have had no experience of working on five or five and a half days weekly for seven hours a day at work which requires constant muscular effort. They are accustomed to long hours at a slow pace with irregular breaks. When a worker is put on task work he is often put to work side by side with an old hand who will help and encourage him. Our scrutiny of books at estates visited indicated that men in their first year of indenture earned from 10 to 15 per cent. less than the older hands. We think it unreasonable to ask that the earnings be equalised but we think the practice which is common in Jamaica of paying a new-comer for three months a shilling a day (in the case of women 9 pence) as a minimum, even though his work at task rates justified a reduced payment, might be more generally adopted. It obviates querulousness and despondency, which easily grows into discontent. The new-comer, instead of comparing reduced receipts with his expectations and the promises held out to him, finds he has what is to him ample money to spend, recognises that he is not getting it on his merits as a workman and is concerned with fitting himself to earn it as of right and not by favour after the three months expire. He sees clearly that he is inefficient and that his employer is treating him generously in ignoring his palpable inefficiency. Neither men nor women like being kept on time work. The task worker is superior in status, and relegation to time work is a recognised punishment for slackness or unruliness even though earnings are not reduced.

The hours of work for all workers usually commence between 6 and 6-30. About 10-30 A.M. a break is made for the mid-day meal. Legally, this stoppage must last for at least half an hour. In practice it lasts for about an hour. Task workers begin to drop off and return to their quarters soon after two o'clock, the slow workers and men working in excess of the standard task usually finishing by four o'clock. The less efficient are not only slower while at work but take more frequent casual halts to have a drink or merely to rest. Time workers usually stop about 4-30 P.M. We observed that on cocoa estates time workers were sometimes kept longer, the usual recompense being, we were told, some form of remuneration in kind. We were assured by managers that the workers cheerfully agreed to this prolongation, but were not convinced of the spontaneity of this agreement in *all* cases. The Ordinance (sections 125 and 126) provides for labourers being employed with their own consent on overtime work at not less than ordinary time rates. The Government of Trinidad is willing to insert a provision requiring all overtime, to be paid for at the rate of one cent. per 12 minutes of overtime, that is at a definite rate substantially higher than ordinary time wages. Such a rule is simple and minimises the risk of misunderstanding and suspicion.

Complete and accurate information regarding the wages on estates is not available because the Immigration Department in Trinidad had not, prior to our visit, arranged for the compilation of a wages return in the form recommended by the Sanderson Commission. In other colonies this was done promptly, and during our stay in Trinidad the Protector of Immigrants arranged for its preparation henceforward. On each estate a register of the daily wages earned by each indentured immigrant is kept in the form printed as appendix 4 to this report. We examined these registers on estates visited. The only official return relating to wages was an annual return showing for each estate the percentage of adult male immigrants whose earnings fell below six pence daily, that is for all days and not merely working days. If thirty per cent. of the adult males on an estate earn less than six pence daily, no immigrants may be allotted by the Protector in the following year, unless the Governor on inquiry is satisfied that good reason for the deficient earnings is shown (*vide* section 70 of the Ordinance). We visited three estates on which more than 30 per cent. of the male adults earned less than six pence daily and found that sickness had been exceptional on two, and in the case of the third bad management as well as sickness contributed to the result. This estate

was warned by the Immigration Department to amend its ways speedily. A scrutiny of estate registers supplemented by oral statements of employers convinced us that, in the year preceding our visit, earnings on most estates were slightly lower than usual. During a long drought, described sometimes as 'unprecedented,' it was more difficult to find useful work than in normal years. While work was always provided, casual holidays were granted freely and excuses for casual absence were more readily accepted. On many, probably most, estates this depressed average earnings. The absence of any return showing average daily earnings accurately and precisely doubtless accounts for the omission of any reference in the Protector's annual report to the consequences of a very unpleasant visitation from which both employers and labourers suffered. From 10 per cent. to 20 per cent. of the indentured immigrants would gladly limit their work to three or four days weekly, the earnings for three and a half tasks enabling them to subsist comfortably, while if sick they are maintained at no cost to themselves. When the employer does not press for regular work, labourers of this kind will take frequent holidays and grumble at the smallness of their wages.

While in the absence of reliable information as regards average wages, no confident statement regarding estates generally can be made; the earnings on estates visited by us averaged about four shillings and three pence per week for indentured men. On a few of the best the earnings were a little under or over five shillings and on one estate under four shillings. All days including days lost by sickness, bad weather, desertion, imprisonment for any offence, attendance in Court, etc., are included. A steady man of ordinary industry and physique works on about 260 days in the year. Average earnings for women varied very greatly because firstly women cannot be ordered to work after three years' residence and secondly, throughout the five years of their indenture, the employer seldom uses pressure to exact work except to reinforce the wishes of the husband. Their earnings were normally about one-half to two-thirds of those of the male immigrants. The numbers were of course much less and on a small estate irregular work on the part of one woman greatly reduces the estate average. Amongst the male workers, the seasoned immigrants usually earned from 10 to 20 per cent. more than new-comers, but much would depend on the liberality of the estate in assigning work to the latter. The earnings are not uniform throughout the year. In the wet months rain interferes occasionally with certain operations on all estates. On sugar estates, the cutting and crushing season and the early weeding season, corresponding roughly to February, March and June, were most remunerative. The Ordinance (section 114) authorises an employer to call upon a labourer to work six days in a week in crop time, the ordinary limit being five days or five tasks, but the workers are probably less conscious of this provision than of the long established custom of doing extra work and, getting extra pay at this season. Extra wages are on many estates supplemented by small doles in kind and petty concessions to evoke willing and cheerful work at a time of stress. We noticed that during the crop season there was less sickness and thought that the recognition of sickness might be impeded by the pressing demand for labour, but inquiry and careful scrutiny of registers on several estates indicated that there was no ground for anxiety. The health record remained favourable long after the pressure had slackened and was affected by climatic conditions. Single men, unless physically weak or incorrigibly lazy, can keep themselves and save money steadily. We ascertained that the food of an industrious man with a healthy appetite would cost from two shillings and nine pence to three shillings a week, and that all other expenses might raise the total to three and six pence. Thrifty men, intent on saving money, keep well within this weekly expenditure.

A good worker can easily save two shillings a week, and all but inferior workers can save on the average about a shilling a week. Men employed on special work at special rates of pay can of course save more than ordinary field labourers. Sickness means only curtailment of savings. Women earn from half-a-crown to three shillings weekly on the average and their wants will cost from half-a-crown upward. A few men whose earnings on ordinary

or special work are much above the average permit their wives to stay at home and devote themselves solely to domestic work including the care of their children. The best women workers earn almost as much as the average man. The less efficient women are in part supported by their husbands. It was usually difficult to get accurate and complete information regarding expenditure. The reports of the Immigration Department do not deal with the question of the cost of living. Managers' estimates seldom went closely into details. The immigrants were naturally concerned to shew that the cost of living was very dear and that necessaries included items which seemed to be comforts and petty luxuries.

While good or average workers can and do save we believe that the average earnings are lower than in British Guiana. We could not obtain complete figures in Trinidad but we are reasonably certain that our conclusion is correct. We also think that an average of five shillings and six pence weekly for able-bodied males should be aimed at. If better sanitation and a substantial reduction in the number of prosecutions do not in themselves produce this result, either the wage unit should be raised for all workers or a fortnightly or monthly bonus added to the earnings of the steady workers. We think that average weekly earnings of able-bodied males should exceed reasonable expenditure by two shillings. Possibly the cost of living may be reduced if the recent discoveries of mineral wealth enable the Government of the Colony to modify its tariff on foodstuffs. The staple food is rice which is sold retail at about two pence per pound. Though rice is locally cultivated the imports are large and steadily increasing. An import duty, slightly exceeding 20 per cent. of the import value, is levied. On dhall, another large item of Indian consumption, the tax is approximately 12 per cent. Whether the gain to the consumer would in all cases be proportionate to the reduction in the wholesale price resulting from a reduction of the duty is perhaps doubtful. But as labourers frequently combine to buy a bag of rice at a time at least a very considerable part of the reduction should be transmitted. Neither our instructions nor our knowledge justify our entering into the details of the fiscal arrangements of the colony, but as these may in the near future be modified by the exploitation of mineral oils we think a passing reference to the incidence of the present tariff on the Indian consumer is not inappropriate. Of course others also are affected by the tariff on all foodstuffs.

In Trinidad, unlike Demerara, there are few opportunities for adding to the ordinary earnings. A few estates allow immigrants to keep cows and to cultivate small plots of lands out of ordinary working hours and on holidays. We think, that except for special reasons, no immigrants should be allotted to estates that do not provide small plots and give facilities for cow keeping to indentured immigrants in the fourth and fifth year of their indentures. Cows, besides being profitable to their owners, supply milk which contributes to the health of the immigrants generally but more especially of the children. Some employers are liberal and even generous in the matter of supplying milk but a recognised system would be more generally beneficial. We do not recommend that all immigrants be entitled to keep cows but that the most deserving should be granted this concession in the latter part of their indentured service. If some trouble is involved, there will be to the employer also some compensation in the fact that all his immigrants will be more contented, and disciplinary control will be strengthened if industrious and well-conducted men, and these only, are specially rewarded. Only a comparatively small number of picked men can be given special jobs on high wages. Small plots of land should be systematically given to other deserving men, the employer deciding as to the merits of individuals. The Immigration Department would merely see that the employer was not too exacting in fixing his standard of merit as indicated by the proportion of men allowed to keep cows or cultivate plots. The proposal amounts to a recommendation that pressure be exercised on all employers to keep up to the standards voluntarily adopted by the best employers. The absence of a recognised system of rewards to set against the well defined system of punishments is, we think, productive of some discontent and impatience of reasonable discipline. The lowest class



of coolies do not find continuous work for good wages monotonous but the better class of labourers do. The immigrant is called upon to make special exertions when the employer's interests are affected. All employers may reasonably be called upon to give special recognition to the best of the workers and to enhance their own authority in doing so.

Indentured labourers and free labourers are ordinarily paid at the same rates for task work. The free labourer's advantage lies in superior skill. As regards *time* work a higher wage is usually paid to the free man. Sometime the free man is paid more because he is more efficient by reason of superior physique or of years of training, *e.g.*, in pruning cocoa trees. But apart from superior physique or skill he often gets from 5 to 15 cents more daily because he is employed casually. Estates cannot expect to pay the same rates for occasional labour as for labour engaged for a long period. Nor can labourers who must be paid continuously if willing to work expect the same rates as men who are engaged by the day. Moreover, if a number of casual labourers are employed all will be paid alike and the rate may in some cases have to attract men daily from a distance of 2 to 5 miles.

The provisions of section 117 of the Ordinance are as follows :—

“(a) The rate of wages for any description of task work performed shall not be less than that ordinarily paid for the same description of work to the Creole and other unindentured labourers working on the same plantation; and if there are no such labourers or if they are paid less than the average rate paid for the same description of work to such labourers on neighbouring plantations, then not less than such average rate; and if there are no such labourers performing the same description of work on neighbouring plantations then it shall not be less than that ordinarily paid for the same description of work to indentured labourers upon neighbouring plantations: Provided that the money wages agreed upon for a task shall in no case be less than the minimum amount of day wages payable for time work.

“(b) In the computation of the average rate of wages payable for task work for the purpose of the preceding section, there shall be taken into account the value of free quarters for and medical attendance on immigrants during their terms of service, upon such scale as may be fixed from time to time by the Governor in Executive Council.”

The proviso (b) was added in 1908 as the representatives of Creole labour urged that—

“The indentured labourer who received free quarters and medical attendance, costs his employer more than his actual wages; that it is impossible for the employer to increase these wages; and that as a result the Creole labourers who decline to work at the rate fixed for the indentured immigrants, cannot be employed at all.”

The allowance now recognised by the Governor in Executive Council under the proviso is 17 cents daily. We did not find differential task rates in force. The free Indian labourer worked at the same task rate as the indentured Indian, whether the former lived on or off the estate. The black or coloured Trinidadian was usually employed on tasks where his greater strength told in his favour. The recent proviso has done and can do no harm to any class of Indian. But we think that it may be inadvisable to accept unreservedly the view that housing and medical accommodation may be regarded as a part of the indentured labourer's wage. These benefits may be set off against the temporary restriction on the indentured labourer's liberty of selecting his residence or work. Discrimination on the ground of the length of the engagement, security from dismissal, and nearness of work cannot reasonably be questioned. And provided the Indian immigrant receives a wage which enables him to live comfortably and save money he cannot grumble if account is taken of the cost of his importation and repatriation in fixing rates paid to other labourers. However, in practice, the proviso has had no effect on the immigrants' wages, while the Creole labourer is satisfied that his wages are not now depressed merely by reason of the statute.

We have recommended that during the first three months of his indenture a labourer should, as regards wages, be treated liberally, perhaps generously, by his employer. It is right to acknowledge that in fact the provisions of section 91 of the Ordinance augment the labourer's earnings appreciably above the amount payable on task or time scales. An employer must for at least six months

supply 'rations' to newcomers, deducting 6 cents or 3 annas for each day's rations in the case of adults and minors, while infants' rations are issued entirely at the employer's expense. The scale of rations prescribed by the Governor in Executive Council costs the estate 8 cents or 4 annas and would cost still more purchased in small quantities so that the issue of rations now benefits the recipient by upwards of 2 cents or 1 anna daily on every day for at least six months. Immigrants put on rations by a medical officer also benefit in the same way. The Immigrant does not always appreciate the fact. The Ordinance penalises the sale or barter of rations so issued to prevent the newcomer being cheated. We think that the purchaser only should be penalised, and that a labourer should not be liable to punishment for being a fool and being easily duped. The penal section (section 93) was framed solely in the labourer's interest and we found no trace of its having been put in operation. Only the clause prohibiting persons to take rations by barter or purchase from immigrants should be retained. If the curtailed section becomes operative it will do nothing but good.

**7. Judicial administration and penal clauses of the Ordinance.**—The aim of all Courts is unquestionably to administer justice impartially, and the equitable working of the Courts in the case of Indians who have completed their indentures is not questioned. It was represented to us that indentured Indians accused of offences by their employers labour under the following disadvantages. They cannot afford to pay for legal advice and assistance and do not know how to defend themselves. Usually the only witnesses they can call are their fellow workers who are unwilling to appear against their employer. Magistrates attach undue weight to the statements of the estate officers and if inexperienced in the ways of immigrants are unduly prejudiced by irrelevant volubility. Interpreters are occasionally incompetent. Officers of the Immigration Department do not attend Courts sufficiently often to watch over the interests of the immigrants or actively to defend them. Immigrants complaining against employers are handicapped by poverty and the difficulty of getting witnesses to come forward. It was also pointed out to us that certain sections of the Ordinance provided unduly severe penalties, others were too restrictive, and that Magistrates sometimes awarded excessive punishments.

The criticisms embodied in the last sentence only are in our opinion justified and the defects may easily be remedied. We have discussed the conduct of cases in Court with judicial officers of all grades, with Indian and other members of the legal profession, with employers, and with all classes of Indians, and think that in so far as there is ground for dissatisfaction with the hearing of cases the only remedy required is the compulsory reduction of prosecutions. Our inquiries satisfied us that the trouble was not in the prosecution and conviction of the innocent but in overreadiness to prosecute technically guilty persons and in the discretionary powers of punishment conferred on Magistrates. Taking seriatim the criticisms which we do not uphold, obviously the indentured immigrant is in just the same position as a free Indian labourer as regards legal assistance and possible misunderstanding by the Magistrate. Our personal experience did not suggest that immigrants were too timid to say what might displease their employers. They are by no means in a state of terrified subjection. As regards interpreters, we found that some used solecisms and would not have passed an exacting literary test. At the same time an interpreter with higher literary qualifications might require their assistance if required to interpret the language spoken. The local dialect of Hindustani which an immigrant speaks on arrival is rapidly modified and amplified by words and phrases of local currency and of English, French, or Spanish origin. There are Tamil and other interpreters also, but soon after arrival all immigrants learn plantation Hindustani. Officers of the Immigration Department cannot obviously attend any large proportion of cases if the present figures are maintained. In any case they cannot both attend Courts frequently and actively supervise estates. Magistrates do not ordinarily see eye to eye with immigrants regarding the time needed for inquiry into a simple issue of fact. One of the

leaders of the domiciled Indian community told us that Magistrates often treat these cases as morning cases are treated in a London Metropolitan Police Court. Other petty cases are dealt with similarly.

In the annual reports of the Protector of Immigrants no statistics of prosecutions are given prior to 1911-12. The tabular statement given in that report is reprinted below :—

Offences.	YEARS.			
	1909-10. No.	1910-11. No.	1911-12 No.	Total 3 years.
Desertion ... ..	567	582	519	1,668
Absence from work without lawful excuse ...	481	592	393	1,466
Absence from estate without leave ... ..	66	104	85	255
Refusal to obey lawful order ... ..	105	91	75	271
Neglect to obey lawful order ... ..	238	149	216	603
Vagrancy and refusing to give particulars ...	347	290	346	983
Breach of hospital regulations ... ..	167	61	118	346
Malingering ... ..	56	96	35	187
Persuading immigrants to desist from work ...	21	20	11	52
Using threatening words, etc., to those in authority	138	123	94	355
Habitual idler ... ..	137	147	128	412
Refusing to register marriages ... ..	16	2	4	22
Harbouring immigrant's wife ... ..	10	12	12	34
Enticing away immigrant's wife ... ..	6	4	3	13
Immigrant threatening his wife ... ..	2	2	2	6
Drunk when at work ... ..	2	3	2	7
Damaging employer's property ... ..	19	28	24	71
Molesting Inspector while making enquiries ...	1	...	...	1
Employing indentured immigrants ... ..	...	1	...	1
Cohabiting with wife of immigrant ... ..	3	...	...	3
Using false certificates ... ..	2	3	...	5
Endangering property of employer ... ..	1	6	7	14
Refusing to begin or finish work ... ..	410	417	298	1,125
Threatening to murder ... ..	5	3	1	9
<b>Total</b> ... ..	<b>2,800</b>	<b>2,726</b>	<b>2,373</b>	<b>7,899</b>

Results.	YEARS.			
	1909-10 No.	1910-11 No.	1911-12 No.	Total 3 years.
Number discharged for want of prosecution, or want of evidence.	540	496	405	1,441
Number of cases dismissed on the merits ...	54	63	82	219
Number fined ... ..	750	736	523	2,009
Number convicted and reprimanded or discharged ...	347	319	361	1,027
Number imprisoned ... ..	597	538	397	1,532
Number sent to hospital ... ..	27	21	33	81
Number sent back to estates ... ..	142	96	230	468
Total ...	2,457	2,289	2,031	6,777

Statistics of prosecutions are not compiled in the Protector's office, and no periodical returns from estates or from Inspectors are received in that office. The above tables are compiled from the records of the Magistrates' Courts. It appears that the number of offences exceeds the number of cases because one prosecution may involve two offences. To obtain further information especially as regards the prosecution of cases contributed by offenders prosecuted twice or oftener, we applied first to the Protector and later obtained permission to examine magisterial records. The form in which the latter were kept was such as to render the abstraction of information regarding separate estates impossible within any reasonable time. We were compelled to ask the Protector to obtain copies of the prosecution registers kept by all estates for subsequent abstraction and tabulation. Complete returns from 98 out of 122 estates reached us before our departure from the West Indies, and from these the following abstract for the last five calendar years has been made:—

—	1908.	1909.	1910.	1911.	1912.	Total.
(A.)						
Desertion ... ..	395	350	423	324	586	2,078
Absence without leave ...	290	313	395	244	266	1,508
Refusal to work ... ..	160	180	241	151	179	911
Neglect to finish work ...	128	169	133	160	155	745
Refusal to obey lawful order ...	53	66	59	46	32	256
Abusive or threatening language to superior.	35	72	58	32	45	242
Vagrancy ... ..	62	66	59	37	57	281
Malingering ... ..	41	49	31	13	31	165
Misconduct in hospital ...	35	18	11	6	10	80
Larceny ... ..	30	37	28	43	35	173
Common assault ... ..	21	47	33	30	16	147
All other offences ... ..	98	114	144	105	191	652
Total ...	1,348	1,481	1,615	1,191	1,603	7,238

	1908.	1909.	1910.	1911.	1912.	Total.
<b>(B.)</b>						
Convictions with fine ...	643	706	748	574	764	3,435
Convictions with imprisonment	507	418	485	331	380	2,121
Conviction with reprimand ...	132	267	189	181	272	1,041
Dismissals ...	23	20	42	23	22	130
Withdrawals ...	21	48	88	66	99	322
Result not clearly stated ...	24	22	63	16	66	191
<b>Total ...</b>	<b>1,350</b>	<b>1,481</b>	<b>1,615</b>	<b>1,191</b>	<b>1,603</b>	<b>7,240</b>
<b>(C.)</b>						
Persons prosecuted once ...	733	900	912	711	1,092	4,348
Persons prosecuted more than once.	617	581	703	480	511	2,892
<b>Total ...</b>	<b>1,350</b>	<b>1,481</b>	<b>1,615</b>	<b>1,191</b>	<b>1,603</b>	<b>7,240</b>

The cases are classified as to (a) nature of charge, (b) result, and (c) the criminal record of the accused person. Both sets of statistics show that desertion, unlawful absence, and vagrancy constitute one-half of the total number of offences. Vagrancy is unlawful absence under another name. If the accused goes away for one or two days and returns voluntarily he may be charged with unlawful absence. If he is apprehended while away he may be charged as a vagrant. In our classification as regards disposal it will be seen that nearly one-fourth of the cases end in conviction with reprimand, dismissal or withdrawal. Conviction with reprimand almost always means that the manager or overseer states in Court that the offence could not be overlooked in the interests of discipline, or words to that effect but that he does not press for any specific penalty. Dismissal and withdrawal usually mean that the offender promises to amend his ways and the employer is induced to abandon proceedings before going to Court or more rarely while in Court. Dismissal may also mean dismissal on the merits, *i.e.*, failure of the prosecution. On many estates it is the practice to withdraw the case or ask for a nominal conviction in the case of first offenders. We think that the disadvantages of this course outweigh the advantages. If labourers know that a manager's reproof or warning may be ignored without serious consequences at least until a summons has been taken out the reproof is discounted. A manager who intends a prosecution to be a warning and regards such a warning as necessary before invoking a substantive punishment will be more ready to file a complaint. The record of prosecutions is thus increased by over 20 per cent. Admitting that in some cases the manager's contention as to the corrective value of this magisterial warning is well founded there are the more serious drawbacks that the individual accused is often rendered sulky and that all immigrants naturally dislike the aggressive obtrusion of the penal clauses of the Ordinance. The relations between a labourer

who has been reprimanded in Court and the headman of his gang are seldom bettered if the charge relates to disobedience or neglect of work. In the majority of cases, however, offenders are not prosecuted unless the employer thinks that something more deterrent than any kind of warning is requisite. The attendance in Court of a manager or overseer with the estate register is for the estate a troublesome and costly method of enforcing discipline. But, allowing for the difficulties of managers with no power of fining, dismissing, or inflicting any punishment on their labourers, some of whom are idle and some downright rascals, the number of prosecutions has risen to an objectionably high figure. It will be seen that desertion heads the list of offences. Absence without leave for 3 days constitutes desertion and the Ordinance requires a manager under heavy and accumulating penalty to prefer a charge against a deserter within 15 days after the desertion occurs. The object of this mandatory provision of ancient origin was to prevent managers from quietly getting rid of inefficients. There is now-a-days no need for a provision which has survived from a time when supervision and control were not organised. The result of the survival is seen in the statistics. No manager wants the provision. Some confessed that they disregarded it at their own risk. Some immigrants go away of their own accord or under outside suasion in the hope of finding more freedom and enjoyment among the domiciled Indian community and after a short absence during which their expectations are not realised return repentant. Some stay away until they are recognised and apprehended as deserters. No manager wishes to be compelled to prosecute even the apprehended deserter, and we think the mandatory provision regarding prosecutions for desertion (section 144) should be repealed. The object aimed at by the provision would be equally attained by compelling managers promptly to report desertion and, if necessary, to offer a small reward, say five shillings, for information leading to their apprehension. It is desirable to apprehend deserters speedily not merely as a deterrent but because deserters are not usually the men whose indentured period is soon to expire but the more recent arrivals, and such men living a stealthy existence often on scanty earnings rapidly decline in health. As regards other offences against labour laws we have after careful consideration come to the conclusion that prosecutions should be reduced by direct interference of the Immigration Department. Reliance on the Courts to maintain discipline seems to have grown into a habit of mind with the majority of managers. Their defence is that in every allotment of coolies a number are not only idle themselves but lead others astray unless they are firmly dealt with, that contumacious disobedience must be penalised not for vindictive reasons but to prevent its spread among people who often misunderstand and misinterpret leniency, and that the Immigration Department holds employers responsible unless earnings are satisfactory. But the most capable managers maintain discipline with a much smaller number of prosecutions than the average, respect and regard for the employer contributing at least as much to cheerful efficiency as dread of the penal consequences of disobedience. We had many talks on the subject of prosecutions not only with managers and indentured labourers but with men who, having arrived as indentured labourers, have prospered as landowners, business men, etc. All agreed that discipline could not be maintained without a certain number of prosecutions, but the intelligent representatives of the Indian community thought that the numbers would be much less if managers exercised more control over the overseers and headmen who immediately supervise the labourers. The headmen are sometimes Indians and sometimes Creoles. We cannot formulate proposals for making all managers equally capable of exercising authority over Indian immigrants either directly or through their subordinates. The most practical remedy is to give more control and more responsibility to the Immigration Department. We think that except in the case of desertion and breaches of provisions relating to sanitation no complaint for an offence punishable under the Ordinance should be filed before a Magistrate without the previous sanction of an Inspector of the Immigration Department. The Protector of Immigrants and the Inspectors should also, as in Jamaica, be empowered to deal with complaints, their jurisdiction being concurrent with that of the Magistrates. As regards the first of these proposals provision might be made for exempting

from the general rule estates which had a low average of prosecutions. We think it would be better for all parties if the bulk of the complaints could be disposed of by Inspectors when visiting estates. Amongst other consequences the preliminary prosecution would disappear. Some managers feared that if Inspectors disposed of complaints the immigrants might regard them with distrust. There seems to be no reason for this anxiety. In Jamaica, the Protector who disposed of many complaints was liked and trusted. Domestic Indians suggested that the Inspectors should more frequently attend Courts and assist accused immigrants. It is better that their knowledge and experience should be used at first hand and that immigrants should be kept out of Criminal Courts as much as possible. Apart from assisting immigrants, complainants or accused in specially important cases, the most useful service Inspectors can render regarding cases disposed of by Courts is to file appeals against occasional severe sentences by inexperienced Magistrates. An Inspector on first appointment or an officer temporarily officiating might not deserve to be invested immediately with quasi-judicial functions, but the individual Inspector's fitness would be gauged by his own Government. When a manager elected to go to Court without waiting for the Inspector's visit he would have to send a *prima facie* case to the Inspector first. The latter would know the manager and the condition of the estate, and would be in a position to send a reply promptly. We recognise that these are drastic proposals but as managers who have no wish to be harsh and exhibit in many ways personal interest in the welfare of their labourers have for years accepted a prosecution record of 20 per cent. as a regrettable necessity the remedy must come from outside. If the small proportion of managers who seem to exercise no personal influence and to manage their estates through the Courts are led by the proposed restrictions to relinquish the management of indentured immigrants the latter will not be the losers. The best managers should not be affected by the change. We can suggest no means of doing away with prosecutions entirely. It is not merely that individuals must be compelled to do what is fair and reasonable but that the example of a few must not be allowed to corrupt a large number.

We have stated above that certain criticisms appeared to us to be reasonable. The maximum penalties provided in the Ordinance are in some cases excessive and while Magistrates of judgment and experience are not thereby misled into imposing severe penalties less experienced Magistrates are influenced partly by the penalty provided and partly by the local custom, into imposing substantial fines as deterrents in ordinary police court cases. The ordinary punishment inflicted for offences other than desertion seems to be five shillings or in default seven days' imprisonment. Desertion is usually punished with fines of ten shillings to one pound or in default one month's imprisonment. In some cases we have found that a substantive sentence of imprisonment was inflicted for desertion, and in one case a fine of £2 was inflicted for a first offence apparently in spite of an appeal from the prosecuting employer. We understand that the Government of the colony is willing to rectify these defects and to reconsider the scale of penalties, and do not propose to initiate detailed proposals. What seems to be needed is that for minor offences the maximum substantive punishment for a first offence should not exceed five shillings and for a subsequent offence the maximum fine should be ten shillings. The lower maximum corresponds to one week's pay. For more serious offences these penalties might be doubled. The present maximum fines range from £1 to £5 and imprisonment may be awarded as a substantive punishment for minor offences. For some unknown reason a Court is empowered to deal with vagrancy either by sending the accused unpunished to his estate or by sending him to prison. The third course of fining him is not authorised. The Court could of course convict for unlawful absence. The imprisonment in default of payment of fine might be at the rate of two days for each shilling. Fines should be payable in instalments of not more than two shillings weekly if the accused is unable to pay at once, and employers might be authorised if not compelled to deduct the sum to be paid. The latter will not like the duty but they may reasonably be expected to assist as in fact they do in Fiji. The object in view is to facilitate payment of fines and obviate imprisonment. An immigrant whose wages are subjected to a fine

deduction for a few weeks will serve as a warning to his neighbours. When an immigrant goes to jail the warning may seem more impressive but it arouses keen resentment if imprisonment seems to be the consequence of a heavy fine coupled with an inconsiderate method of recovery. Immigrants are as a class credulous and excitable but are neither habitually unreasonable nor opposed to the just and firm exercise of lawful authority. Neither work nor discipline benefit by allowing the worker to brood over needless hardships.

As the copies of estate registers did not always show whether fines were paid, we referred to the Inspector of Prisons for information as to the number of immigrants imprisoned for breaches of the Ordinance. We also visited the prison. In the last official year 840 immigrants underwent imprisonment. the number having fallen steadily for ten years. The great majority were imprisoned for periods of between one week and one month. The prison authorities endeavour to keep these prisoners apart from others but complete isolation is not possible in an ordinary prison. If our recommendations regarding (a) reduction of maximum penalties, (b) payment of fines by small instalments, (c) investiture of Inspectors with judicial authority, (d) repeal of the mandatory provision regarding prosecution of deserters, and (e) need for sanction to prosecute in most cases are accepted, no immigrant need go to prison. But as some may nevertheless go to prison we make a further recommendation that they serve their term of imprisonment in a separate prison or place of detention. The construction of quarters near the Government Agricultural Farm about six miles from Port of Spain would seem to be the most suitable arrangement. The culprits would have to work for their food and would be under lock and key at night. Persistently contumacious offenders might be sent to the ordinary prison.

The following sections of the Ordinance are unduly restrictive or otherwise objectionable:—

*Section 136.—*

“No person shall employ any immigrant under indenture until such immigrant has produced his certificate of exemption from labour, and every person who receives into his employment any such immigrant before such certificate has been so produced shall be liable to a penalty not exceeding five pounds.”

*Section 140.—*

“Where any immigrant is found on a public highway or on any land or in any house not being the land or house of his employer, or in any ship, vessel or boat within the waters of the Colony, any of the following persons, that is to say—

- (1) the Protector or any person authorized in writing by him;
- (2) any estate constable attached to the plantation to which the immigrant is under indenture; and
- (3) the employer of the immigrant or his manager or overseer, may without warrant stop such immigrant, and in case he fails to produce a certificate of industrial residence or of exemption from labour or a ticket of leave may, if there is reasonable cause to suspect the immigrant is under indenture, arrest him and take him to the nearest police station, there to be detained until he can be taken before a Stipendiary Justice of the Peace.

If upon such immigrant being brought before a Stipendiary Justice of the Peace it appears in respect of what plantation his services are due, and he fails to prove that at the time of his being arrested he was absent from such plantation by virtue of a ticket, the Stipendiary Justice, if he deems fit, may order such immigrant to be returned to the estate to which he is indentured or to be imprisoned with or without hard labour for any term not exceeding 7 (seven) days; but if it does not appear in respect of what plantation the services of such immigrant are due, and such immigrant does not prove to the satisfaction of the Stipendiary Justice that he is not an immigrant within the meaning of this Ordinance or that he has completed his term of industrial residence, the Stipendiary Justice may if he sees fit make an order for the imprisonment of such immigrant with or without hard labour for any term not exceeding three months.

The Stipendiary Justice may from time to time remand any immigrant brought before him under this section for such reasonable time as he sees fit, for the purpose of inquiry being made in respect of what plantation the services of such immigrant are due.

If it appears to the Stipendiary Justice that any employer, manager or overseer has arrested an immigrant without reasonable or probable cause, the Stipendiary Justice



may order the person making the arrest to pay to the immigrant by way of compensation any sum not exceeding twenty pounds and any such order shall be a bar to any action for the same cause."

*Section 144.—*

- (1) "If any indentured immigrant without leave absents himself for three days from the plantation whereon he is under indenture, he shall be taken to be a deserter from the plantation; and the manager shall thereupon prefer a charge against him in that behalf before the Magistrate and apply for a warrant for his apprehension, and shall also report the same in writing on the prescribed form to the Inspector of the district, and also to the Immigration Office.
- (2) Such warrant shall be granted free of cost and shall be directed to all constables.
- (3) A copy of such warrant shall be forwarded by the Magistrate to the Inspector-General of Police within three days on which such charge is made, and any copy thereof, certified under the hand of the Inspector-General of Police, shall be executable in the same manner as the original warrant."

*Section 150.—*

"If any immigrant, on being brought to the Protector, or to an Inspector or to a police station by any police constable, wilfully refuses to give his name, the name of the ship in which he was introduced into the Colony and the name of the estate to which he is indentured, or any other information that may reasonably be required by the Protector or by the Inspector, or by the police constable in charge of the police station, for the purpose of identification, he shall be liable to a penalty not exceeding one pound or to imprisonment, with or without hard labour, for any term not exceeding fourteen days."

*Section 151.—*

"If any indentured immigrant, while an inmate of the Immigration Depot, without leave absents himself therefrom for three days, he shall be taken to be a deserter, and the Protector shall thereupon prefer a charge against him in that behalf before the Magistrate and apply for a warrant for his apprehension. Such warrant shall be granted in the same manner as is hereinbefore provided with respect to a deserter from a plantation."

*Section 156.—*

"If any indentured male immigrant is absent from work without lawful excuse for twelve days in any one month or in any two consecutive months, he shall be deemed a habitual idler, and shall be liable to imprisonment for any term not exceeding three months."

*Section 210.—*

"In reckoning the term of service of any immigrant under indenture for the purpose of ascertaining the time when such indenture determines, all periods of time shall be excluded during which the immigrant has been absent from his work for any one of the following causes, that is to say—

- (1) imprisonment: Provided that imprisonment shall not, for the purpose of this section, include detention in respect of any proceeding which results in the acquittal or discharge of the prisoner, whether from want of prosecution or from any other cause;
- (2) desertion; and
- (3) unlawful absence duly certified as such by the Protector:

Provided that no indentured immigrant shall be deemed to have been absent from his work within the meaning of this section on account of any desertion, unless such immigrant has been duly convicted of such desertion: Provided also that this section shall not apply to any imprisonment, desertion or unlawful absence which is not duly recorded in the Register of Defaulters."

The object of section 136 seems to have been to bar the employment of deserters. It was enacted when the number of ex-indentured Indians was few and the supervision of estates was not organized. With a population of more than 120,000 Indian immigrants, of whom a large number are unskilled labourers the provisions of the section are not and could not be enforced. We understand that the Government of Trinidad do not wish to retain it. Its survival seems to have been the result of its desuetude.

Sections 140 and 150 are also survivals. No immigrant should be required to produce documentary evidence of his identity to prevent his apprehension on the general suspicion that he is a deserter or an absentee without leave. It is reasonable that (a) the Protector of Immigrants, (b) an Inspector of

Immigrants, and (c) any person authorised in writing by either of those officers should be empowered to apprehend any one reasonably believed to be an indentured immigrant absent from an estate without leave. It is also reasonable that an employer or a person authorised in writing by him should be empowered to apprehend an immigrant unlawfully absent from the employer's estate. It is in our opinion desirable that the person apprehended should be sent forthwith to the estate to which he belongs, or to an Immigration Depôt or office for detention over night in case he cannot reach the estate by day-light, and only if neither the estate nor an Immigration Office can be reached by day-light should he be lodged temporarily in a police station. Despatch to a police station seems to have originated at a time when police officers might arrest immigrants on suspicion. That power has been withdrawn and except for safe custody at night, no detention in a police station is necessary.

Production before a Magistrate without reference to the employer is also neither necessary nor desirable. No immigrant should be penalised merely for refusing to disclose his identity nor compelled to prove that he has completed his industrial residence before *prima facie* credible evidence of his having committed an offence is recorded. We received no complaints of reckless arrests under this section but many resident Indians protested that under existing conditions the retention of the section cast a slur on all domiciled immigrants. We believe that the Government of Trinidad do not wish to retain the existing section. Under section 144 absence for three days or more constitutes desertion. In other colonies one week's absence is necessary to constitute desertion. If, as we recommend, managers are no longer compelled to prosecute in all cases, the length of the period becomes of less importance, but the longer period is preferable if employers are to be permitted to prosecute without previous sanction and desertion is to be regarded as a graver offence than unlawful absence, and if managers are to be compelled to notify desertion. In the case of this offence particularly the punishment for a first offence should be much less than for a subsequent offence as it is frequently if not usually an offence of the ignorant and inexperienced who envy the freedom from all restraint enjoyed by hundreds of Indians in the vicinity. In Fiji a substantive sentence of imprisonment cannot be passed until a fourth conviction for desertion has been obtained. The harbouring of deserters should render an offender liable to substantial punishment, because harbourers sometimes instigate credulous immigrants to desert and exploit them subsequently, while evidence sufficient to justify a conviction is obviously difficult to procure.

Section 156 penalises habitual idling which consists of unlawful absence from work for not less than twelve days altogether within two consecutive months. As each individual absence is unlawful there is no need to constitute a separate offence with an enhanced punishment. If an immigrant is allowed to absent himself unlawfully at intervals for twelve days altogether it is unfair to punish him for this laxity of supervision. The provision is calculated to prompt an indifferent manager or overseer to atone for his own slackness by making an example of some one else.

Under section 210 the exclusion of absent days should be permitted and not prescribed rigidly. In practice the section is seldom put in operation and the Protector of Immigrants should have power to include all absent days in the term of service, whether the employer assented or not. If a man is idle, lazy, or disreputable his employer is glad to be rid of him. If he is otherwise it is right that the Protector should make such allowances as the record of the man or of the estate may suggest. During our stay in the colony a deserter who had disappeared as a youth reappeared as a middle-aged man and gave himself up. His indentures were cancelled and he was not prosecuted.

We did not find that the labourers met with any difficulties in prosecuting their employers. No register of complaints filed by labourers against employers is kept either by the Immigration Department or on estates. Such cases are very rare, so rare that in the interests of everyone a register should be kept and detailed reference made to them in the Protector's annual report. A knowledge of facts may dispel suspicion, and publication of the facts of all such cases is on all grounds most desirable. Inspectors are instructed to assist immigrants in

Court when a *prima facie* case of misconduct against an employer or superior is made out.

**8. (a) Restrictions on movements of labourers and facilities for lodging complaints ; (b) facilities for performing marriages and other ceremonies.**—(a) Indentured immigrants are entitled by the Ordinance to leave for one day and one night for each fortnight of satisfactory work. The immigrant may demand a pass for leave due from his employer. In practice there is no difficulty about leave. Saturday afternoon, Sunday, and general holidays are ordinarily spent in shopping and visiting friends in the vicinity. A man who finishes a task early may and often does enjoy his afternoon and part of the evening off the estate. Immigrants going to a distance sometimes obtain a pass, but more often do not. We have already recommended that omission to obtain a written pass should not in itself render an indentured immigrant liable to apprehension or detention when found away from his estate. On working days leave cannot be had for the asking but it is not unreasonably refused. An immigrant, even if his employer refuses leave is entitled to go to a Magistrate to complain against his employer or to the Protector to make any complaint or obtain advice. On estates the labourers sometimes complained that the Protector was at a distance while domiciled Indians represented that passes were refused when the applicant's object was to complain against estate authorities. This latter representation seems to have been based on a misunderstanding as no pass is required in such cases nor can omission to obtain a pass be penalised. It is true that the Protector at headquarters is at a distance from the southern part of the island but there are two Inspectors, one for the Central and one for the Southern group of estates, and their offices are easily accessible to all but the outlying estates in their districts. There are eight Courts with resident Stipendiary Magistrates and these Courts are well distributed for the convenience of immigrants as well as others. Road communication is good. Complaints and requests are made both to the local Inspector and to the Protector at headquarters, and absence for the *bona fide* purpose of making a complaint to an Inspector is regarded as lawful though the Ordinance refers only to complaints to "the Protector" or a Magistrate. The wording of the Ordinance should be altered to legalise the current practice. What seems to be required is that one day in each week, probably Monday, should be specially set apart for the entertainment of complaints by the Inspector personally. In his absence a clerk or interpreter will on any day make a note of complaints or requests made by immigrants. But most immigrants want to address the officer and not an office when they have a distinct grievance. When they want assistance in the writing of letters or the sending of a remittance or information of a formal kind they are content with any official guidance. In matters about which they feel strongly they like to be sure that their case is placed before the Protector or the Inspector personally. Some immigrants on outlying estates complained to us that they were not sure of finding an Inspector or the Protector after a journey of ten, fifteen, or twenty miles. In the case of officers who are constantly travelling on inspection duty it seems desirable to have one day fixed for personal interviews. Time patiently spent either in office or on an estate in listening to complaints or requests will not be wasted, though some of the complaints may be trivial or vexatious and some of the requests utterly unreasonable. We were told by immigrants that they wanted to be heard more freely and we are inclined to think that undue reliance has been placed on routine methods of dealing with their representations. It is not merely an outwardly business-like system that is needed but a system adapted to their temperament and understanding. Our impression was that troubles which would have almost vanished in the telling were magnified merely because immigrants did not feel that they could easily unburden themselves to Inspectors or to Managers.

(b) All facilities are given to immigrants for the performance of marriages and other ceremonies and for celebrating religious festivals. Material for mandapams or temporary pavilions is often, possibly always, lent by employers to indentured and free immigrants at times of marriages and festivals. Want of consideration in these matters was never suggested.

**9. Suggestions regarding other provisions of the Ordinance.**—The provisions of the Ordinance relating to (a) commutation of indentures, (b) transfer of immigrants from one estate to another, and (c) marriage, should, in our opinion, be modified.

(a) The ordinary period of indenture is five years. It may be but rarely is lengthened owing to unlawful absence, desertion, and imprisonment. It may be shortened by the period remaining after an immigrant has earned \$350, which is the sum which an immigrant will earn by performing  $5 \times 280$  tasks. Immigrants are entitled to commute their indentures on payment of commutation money under certain circumstances. A man or woman marrying an immigrant on another plantation may commute. A mother may have an indentured minor's indenture commuted. An immigrant may not ordinarily commute without his or her employer's consent. The rate for commutation is five shillings per month for each month wanting to make up five years residence plus two pence half-penny per day for each working day endorsed (for absence) on the indentures. We recommend that an immigrant should be able to claim to commute as of right on payment of commutation money, which would at the outset be the total cost of his importation and incidental charges and would be reduced by one-sixtieth for each month of indentured service. The employer's consent should not be necessary. The only restrictions needed are that in the case of women the Protector's consent should be necessary and that commutation as of right should be restricted to ten per cent. of the population of an estate in a single year. The Protector will never prevent a husband's payment of commutation money for his wife. In the case of girls or widows he should have authority to exercise his discretion in the best interests of the female immigrant herself. We do not think that a large proportion of labourers will commute but it is just possible that the first few years after the rule is brought into force individual estates might have a rush of commutations. While commutation as of right might be restricted to ten per cent. of the indentured population of an individual estate, applications in excess of that percentage should require the Protector's sanction. The effect of this change will be to expose estates to the loss of some of their best men. An Indian settled on the land will often be glad to pay the commutation of a son-in-law who will help him. But it is best that an immigrant should be able to insist on the determination of the indenture when he can pay off the cost of his importation. Even if it is at times inconvenient it is a more equitable arrangement than any other alternative. A good worker, unassisted, will be able to curtail the indentured period by one-half, and if after commutation he is going to live solely or mainly by manual labour he will have gained by spending upwards of two years in learning local agricultural methods and in being trained to work.

(b) Transfers from one estate to another may be made at present only with the consent of the estate receiving immigrants (*vide* sections 190, 203, 204, 208 of the Ordinance). The right of transfer from an estate is necessary. The relations of an immigrant with his employer, headman, etc., as well as with other immigrants may become such that a transfer to other surroundings will obviate serious trouble. Under the existing law another employer may object to receiving a transferred immigrant, who must be kept in a *depôt* till some employer is induced to take him. We think this is a very one-sided arrangement. The Protector who is responsible for the well-being of all immigrants under indenture should have authority both to take an immigrant from an estate and compel another estate to accept him. An employer who thinks the right of transfer should be used to ensure peace on his own estate should be willing to facilitate peacemaking elsewhere. We have noticed in several colonies that some managers refuse to accept transferees, while others with less obstinacy and more consideration assist the Immigration Department in the smooth working of the system by taking them. It is more equitable to empower the Protector to make transfers.

and intertransfers to and from estates irrespective of the employers' consent. There is no risk of unreasonableness or partiality in the Protector's action.

(c) The law of the colony regarding marriages operates unsatisfactorily. It may be summarised as follows :—

- (1) Immigrants who arrive married may register their marriages before the Protector on arrival without cost or trouble.
- (2) Indian Christians are subject to the same marriage laws as other Christian residents of the colony.
- (3) Non-Christian marriages not registered before the Protector on arrival must be registered before the Registrar of the district. The latter before registering the marriage must satisfy himself that the marriage actually took place between the persons appearing to claim registration and, if one or both of the applicants are not of full age, satisfy himself that proper persons appear as guardians.
- (4) Any person may contract a civil marriage under the marriage Ordinance of the colony.

As regards marriages registered before the Protector on arrival there is no trouble. Very few non-Christian marriages are registered subsequently. They are celebrated by hundreds, just as marriages are celebrated by Hindus or Musalmans in India with all publicity, but they are seldom registered. The consequence is that the marriages have no legal validity, and in the case of intestate succession to property of any value a higher succession tax has to be paid. The Colonial Government might but never does claim the property as being without legal heirs. The children are illegitimate in law and the compilers of vital statistics record their births as illegitimate. No reason was given for the almost total abstinence from registration except that Indians were not accustomed to it and did not like appearing before the Registrar after their own priest or kazi had married them. This state of affairs is unsatisfactory from every point of view. What would meet all requirements would be the recognition of a number of Hindu priests and Musalman kazis as marriage-registrars, bound to register marriages performed by them and issue certificates. One month's notice of their intention to solemnize a marriage should be given to the Protector and some form of local public notification should be required. The law of the colony would not recognise the validity of a marriage performed between persons below a certain age or during the lifetime of the undivorced husband or wife of either party. The Indian community in Trinidad would welcome the recognition of marriage registrars among non-Christian Indians. We think that divorces should be established in the Courts.

The provisions of the Ordinance relating to non-Christian marriages are restricted in their application to marriages performed subsequent to July 1st, 1881. We were informed that both parties to a number of such marriages performed prior to that date were still alive and did not know how to obtain legal recognition of their marriages. It would seem desirable to empower Stipendiary Justices of the Peace for a period of two years to order the registration of non-Christian marriages proved in a summary inquiry to have been performed prior to July 1881. This special provision would obviously affect a very limited number of persons, but to them it would mean a great deal while the whole community to which they belong would be gratified. The only persons who might be dissatisfied are the relatives of the men concerned and these, in almost all cases residing in India, have no moral claim to consideration as against the wives and children of the men concerned. The colonial revenues will lose a few pounds in reduced succession duties but that objection will not be raised.

**10. Relations between employers and labourers.**—An estate is ordinarily controlled by a manager, aided by overseers in charge of a number of gangs of workmen, each gang being immediately supervised by a headman. On a large estate there may be a deputy manager, while on very small estates no overseers are needed between the manager and the headman. A manager almost always learns his work as an overseer. All overseers cannot however be regarded as embryo managers. As a class they show considerable variations in character, temperament, and education. The great majority exercise authority justly, considerately, and without friction. Some create trouble and incur censure by expressing their impatience at disobedience, idleness, or neglect in direct, terse, and vigorous language. From time to time individuals have been violent in act as well as in word and have been punished. Happily such cases are rare and both managers and the colonial authorities vigorously repress violent ill-treatment. The headmen are sometimes Indians and sometimes coloured Creoles, the majority of those whom we saw being Indians. The contentment of immigrants depends to a great extent on the proper selection and control of these men. They supervise and exact work in the field and practically all complaints about work originate with them. Some inspire trust and cheerful obedience, while others seem to be aggressively authoritative. But it is fair to recognise that their attitude towards labourers is not uninfluenced by that of higher authority. Some seem to exact petty personal services out of hours. One gang of men complained that a former headman had levied contributions towards the expense of building a mosque and was removed in consequence to other work. They did not add what we learnt subsequently that he was dismissed by the employer on the facts becoming known but was reinstated and placed in charge of the 'free' labourers because of the repeated requests of the whole estate population including those who were originally aggrieved. On the whole headmen, as a body, seem to be upright and humane. If they sometimes assert their authority aggressively they have a proportion of perverse labourers to control, and they have the unpopular duty of checking laziness and slovenliness on its first appearance. If they are wanting in zeal or if their zeal is excessive they may be discredited or dismissed. A revengeful immigrant or a gang of labourers acting under a burst of passion may inflict serious or fatal injuries on them. They have been promoted for industry, intelligence, and skill, and the principal headman on a large estate is a well paid and responsible member of the staff. One headman whom we met was also a substantial landowner.

The relations between employers and labourers would be generally satisfactory but for the number of prosecutions. On well managed estates where prosecutions are few the relations are excellent. The employer resembles the head of a patriarchal community. His authority is willingly recognised and the estate labourers lay all their troubles and difficulties before him. He exercises quasi-judicial authority in disputes between immigrants, is entrusted with the temporary care of their savings, and acts as confidential adviser. On badly managed estates, of which there are usually one or two, the employer seems to regard the Ordinance as fully defining the relationship between himself and his labourers. He is bound to keep his buildings up to requirements, to provide medical relief and to pay each individual strictly according to his work and he is satisfied that he does so. He is aggrieved because out of every score of immigrants two or three are below a fair standard of efficiency owing to their inability or disinclination to work regularly or to attain a reasonable degree of skill within a reasonable time. Disputes among his labourers are another source of annoyance, as he wants peaceful and not quarrelsome people as workers. Evasive and untruthful answers paralyse his critical faculties. He is sensitive to what he calls interference from the Immigration Department, with the officers of which his relations are not cordial and he is reluctant to believe that a headman's unpopularity is ever due to anything but his conscientiousness. He gives a troublesome labourer a

warning or two and then almost mechanically files a prosecution. Happily such employers are very few and the Immigration Department tempers their administration. If remonstrance is not effective, the owners are addressed. The consequence of persistent disregard of official remonstrance is a decision that the manager is not a proper person to have charge of immigrants. Such extreme measures are rarely necessary but immigrants were removed a few years ago from one estate on this account. It is impossible that each individual out of 122 managers, a body constantly changing its personnel, should be above reproach, but it is satisfactory that formal observance of statutory liabilities is not accepted as sufficient. Putting aside the few managers who are in trouble until they change their ways or their occupation as employers of immigrants, the remainder may be classed either as unexceptionable or as reasonably good. If our experience of a comparatively small number of estates may be taken as a guide the numbers are about equal. We encouraged immigrants to speak freely and found that the only serious cause of discontent was the possibility of being imprisoned for offences which were not crimes. Many immigrants referred to the dearness of food as compared with India but where earnings were good and prosecutions were few this was regarded less as a grievance than as a drawback in weighing the pros and cons of emigration. The recruits whom we met in depôts in India were often very well informed as regards prices and those who seemed to have given no previous thought to the subject received information with indifference. On some estates the absence of anything corresponding to a regular orderly room for dealing with complaints or noting requests seemed to be felt. Accessibility at an unmistakable time and place was desired. Managers who listen patiently when they are caught are sometimes hard to catch. Some managers have a fixed time daily for listening to all complaints. With them a groundless complaint will bring no rebuke unless it is also probably dishonest and vindictive. Overseers and headmen will understand that an appeal against their orders is in no sense insubordination, and even when the appeal arises from a feeling of irritation and not a sense of real wrong it will be disposed of like others. Other managers appoint no fixed time and adopt no regular procedure. This regular orderly room system should be universal on large estates. On small estates the manager is in closer touch with his labourers. But as regards conditions of employment on estates the only grievance which occasions any real feeling is the liability to imprisonment. Even indentured immigrants who resent a suggestion that they themselves might have incurred liability to prosecution regard with strong disfavour the risks incurred by their weaker brethren under existing arrangements. Neither on nor off estates did the feeling exist that no immigrant should under any circumstances be imprisoned, but it was felt that only the real black sheep should be in danger. The company of thriftless and idle, vicious or cantankerous immigrants is not desired by immigrants generally. The latter sympathise with the man who is not perverse but weak, or negligent, or irresponsible. He may require reproof or correction but he should not be imprisoned. A man who has undergone imprisonment may, but does not always, bear a grudge against his own employer. It is felt that the system is bad and oppressive and might lose most of its rigour without losing its efficiency.

The immigrants on arrival are disposed to be unquestioning in their obedience. A short residence in their new surroundings disposes them to take a clearer view of their own rights. The majority pass through a period of homesickness which will last a longer or shorter time according to the individual's health and working capacity. If a labourer is earning good money and saving or remitting money to India he is not dissatisfied. If his health is not good or his physique poor or his muscles untrained to steady work he will recall with regret the cheap food and the laxer discipline and less strenuous if more protracted work of his native country. It is very desirable that in his first few months he should be broken into harness gently and paid for his efforts rather than their results. On most large estates there are a few old hands who are restive under any control or discipline. They are dangerous mentors

to new-comers and may inoculate the latter with sullenness and querulousness. The best immediate antidote is the employment of good headmen who know what is happening in the dwelling quarters and can dissipate imaginary or trivial grievances. At all stages of their industrial service immigrants are very excitable and it is important that erroneous impressions should be promptly removed before they create serious misunderstanding. Again, the advantage of a regular orderly room is that trouble is probed to the bottom at once. Even a trivial grievance unredressed may impel immigrants suddenly to formulate unreasonable demands and to put these forward clamorously or even threateningly. A good manager is seldom so surprised, but, if he is, he will not only quell the tumult and do what is right but inquire why the grievance did not promptly come to his notice and take steps to prevent his being kept in ignorance in future. Many managers will remove the grievance and regard the clamour as one of the characteristic traits of the Indian cooly, which is a true but incomplete judgment. An inferior manager will regard only the clamour and threats and may refuse to listen to requests so presented and will be too ready to threaten or apply legal coercion as the only reply to illegal coercion. While we recognise that discontented men can exercise a bad influence over newcomers we think there is a tendency on the part both of estate authorities and of the Immigration Department officers to attach too much importance to the influence of individuals in fomenting disturbances on estates. There are people on and off estates who from motives of ill-will towards a manager, an overseer, or headman, will foment trouble. It is sometimes necessary to transfer a man to another estate. But it is usually a very imperfect inquiry which traces the trouble no further. There is always some tinder for the spark, and while the spark may not be under control the tinder should not have been ready to hand. The conditions of restraint under which immigrants live, their ignorance, and their excitable temperament render it necessary not merely to discover mischief-makers but to be vigilant and prompt in dispelling noxious elements in the atmosphere of an estate. On rare occasions the root of the trouble may be of a social or religious kind which is beyond the control of the most capable manager, but even in that case influence which is based on knowledge and character may often be effectively exercised. Trinidad has had comparatively little serious trouble in the form of strikes or tumultuous violence. A few years ago an Indian headman was beaten to death by workers, and a few years earlier a European overseer was beaten to death. In each case sentences of imprisonment for a term of years on several members of the gang were inflicted, the Courts taking the view not that there was provocation which reduced the offence to manslaughter but that murder was not intended. On another estate several years ago a European overseer who was attacked by a gang of men drew a revolver and shot two of his assailants. He was tried and held to have exercised justifiably his right of self defence. Though the judicial decision was accepted as correct it was thought improper that the overseer should subsequently exercise authority over Indian immigrants. Last year an Indian overseer was beaten by labourers apparently owing to a dispute about tasks.

Our detailed references to causes and manifestations of discontent and suggestions for improvement may create a mistaken belief that there is a general absence of good-will between employers and labourers. This is not the case. Daily life on most estates is marked by acts of personal kindness and consideration by employers and by manifestations of trust or gratitude by labourers. All employers do not understand their labourers equally well, but, notwithstanding the prosecution record, the relationship between employers and labourers on all but a very few estates includes more intimacy and mutual good-will than in most systems of employment of bodies of men within our cognisance.

In this as in other colonies irregular relations between members of the superior staff of an estate and Indian women, whether born in India or the colony, are not tolerated. The formation of any such relation is regarded as an absolute disqualification to the exercise of authority over indentured Indians. No record of cases of this kind in which inquiry was made or action taken is



available. We understood that cases were rare, and not a single complaint of the existence of such relations was made to us.

**11. Repatriation.**—The arrangements for repatriation are satisfactory. The only complaint made by immigrants was that applications for passages, together with deposit of passage money when payable, had to be made some months in advance. As the contracts to be entered into depend on the passengers to be carried it is necessary to require those intending to take return passages to give reasonable notice of their intention. Moreover, it is necessary in each case to ascertain under what terms as regards passage money a passenger is entitled to travel, to provide clothing and food, and to receive deposits of cash and jewellery from those who wish to have the former remitted and the latter carried in safe custody. The despatch of a return ship implies a good deal of work besides issuing tickets to passengers. We visited the Protector's office in Port of Spain while returning immigrants were arranging about their passages, and subsequently returned to Port of Spain for a day to see a return ship, the S.S. Indus, receive its load of passengers and depart. The office and embarkation arrangements were well devised and the accommodation suitable. The space between decks was divided off into quarters for single men, single women, and married people. The hospital accommodation for men and women was very good, and the Captain knew his business and his passengers. The numbers repatriated in each year since 1890, the amounts deposited by them in the colonial treasury for payment on arrival in India, and the sums consigned to the care of the Surgeon Superintendent on board are shown in the table printed as Appendix 5 (a). Immigrants who arrived before August 1898 are entitled to free passages. Immigrants who arrived after that date must pay, in the case of males one-half and in the case of females one-third of the passage money. Children of returning immigrants travel free. A small charge is made for warm clothing on the voyage the clothing being retained by the immigrant. Every year a certain number of invalids, mendicants, etc., are given free passages. The number varies partly with the demand and partly with the accommodation but has of recent years increased. In January 1912, 195 passages were given to paupers, invalids, etc. Domiciled Indians pressed for still more liberality. We believe that it would be well to give Inspectors the right of issuing orders for such passages. In each of the three districts there are a number of immigrants who owing to bad health, intemperance, or general shiftlessness, drift into mendicancy. Most Indians would rejoice at their departure. Each Inspector might be authorised to give up to twenty-five passages. A central office cannot deal with such cases so efficiently or systematically as an officer on the spot. Though a House of Refuge takes in the needy and decrepit, the latter would be happier in India. So also would those of the wandering beggar type, whose presence in the colony only tends to discredit their fellow countrymen. The steady increase in the number of paid passages indicates a steady increase in the prosperity of the Indian community. Paying passengers include both those who have once enjoyed a free passage and persons who came originally as business men and not as indentured immigrants. The change from free to assisted passages has only begun noticeably to reduce the number of those returning to India. Of those who returned in former years a number re-emigrate yearly to this or other colonies notwithstanding an instruction ordinarily to regard "returns" as undesirable recruits. It may be convenient here to express our dissent from the view that re-emigration should be discouraged by Emigration Agents. No doubt some of those seeking to re-emigrate are more adventurous than industrious and orderly, but after a good deal of discussion with managers in all colonies visited we are convinced that the average "return" immigrant is superior to the average original recruit. We have heard of more than one case in which a man after a short residence in India has written to his former employer begging the latter to secure his allotment to his old estate if he returns. Such men are trained workers and accustomed to the food, law, and customs of the colony, and are superior to mendicants, barbers and others who seldom develop into steady agricultural labourers or industrious and enterprising

settlers. Experience shows that a small percentage of each ship's complement of new emigrants are unsuitable. It is hard, too, on the man seeking to return to be rejected. He has spent ten of the best years of life learning to live under one set of conditions and frequently, if not usually, finds it difficult to re-accommodate himself to his earlier surroundings. As a matter of fact hundreds do re-emigrate yearly, some avowedly as re-emigrants others unavowedly. In the year preceding our arrival the immigrants to Trinidad included 88 persons who were re-emigrating, 22 having formerly been in Trinidad. It is true that the colony, by encouraging re-emigration, also encourages repatriation wholly or partly at its own expense. But as the colony needs immigrants re-emigration is a good advertisement and the presence of re-emigrants in the depôts may help to dispel suspicion regarding deceit practised on those emigrating for the first time.

**12. Protector of Immigrants and Inspecting Staff.**—The Protector of Immigrants has under the Ordinance powers which enable him to secure the welfare of indentured immigrants. He is assisted by a staff of three inspectors, each supervising one of the three groups of estates, northern, central, and southern, into which the properties employing labour are divided. The actual amount of inspection performed is not recorded in the annual reports and the Inspectors submit no periodical diaries or reports to the Protector. Each estate should be visited at least once in six weeks and oftener if necessary. Inspectors note their visits in the estate register. In the registers of the larger estates we noticed frequent entries. Smaller outlying estates seemed to be visited less regularly.

It appeared to us that so far as business was to be transacted at headquarters, *e. g.*, landing and shipping of immigrants, dealing with remittances disposal of any business of an individual immigrant in office, etc., the Protector's arrangements were good. But we think that he trusted too much to general knowledge and general impressions gathered on inspection tours for obtaining needful information on matters of great importance. In this colony alone we could ascertain from the Immigration Department records neither the average earnings of immigrants on each estate nor the prosecution record of each estate. These are matters about which opinions can have little value unless based on figures, which must not only be tabulated but very carefully examined. So also the routine work of Inspectors cannot be effectively controlled or directed if they submit neither diaries nor periodical reports. The Protector's annual report is much less informing than the annual departmental report of other colonies. We believe that the mere publication of figures regarding the earnings, sickness, and prosecution on individual estates would have a beneficial effect. We have elsewhere stated why we consider the bulky medical statistics now given to be of little practical utility. Commander Coombs has in the last seventeen years improved the organisation which he took over but appears to have placed undue reliance on a system of personal administration of which the methods were unsystematic while the results eluded precise estimation.

The three permanent Inspectors were senior officers with long experience and so far as we could gather moved actively about in their districts. We thought that their visits to estates should include not only scrutiny of registers inspection of dwellings, and formal entertainment of complaints or other applications, but also in most cases an adjournment to the fields where labourers were working. An Inspector's visit is usually made after short notice and labourers seeking for interviews come to the estate office. It is in our opinion desirable that the Inspector should see not only those seeking his assistance but the ordinary labourers at work. He should not merely have general grounds for believing that tasks and the conditions of work generally are satisfactory. He should satisfy himself and show the immigrants that he does know. Many petty matters will come to his notice and immigrants will, as is desirable, feel that they are protected rather than indentured. We have elsewhere recommended that one day a week should be set apart for office interviews. On the days remaining for inspections as well as other miscellaneous duties an Inspector should be able to pay a routine visit to each estate

in his charge *at least* once in six weeks. A hard and fast rule enforcing frequent visits to estates with a very small population, say less than 15, may be undesirable. It would often be better to require a monthly visit to an estate with 400 indentured immigrants than to insist on eight formal visits yearly to a small estate with a few labourers under an employer with a wide-spread reputation for benevolence.

The Immigration Department undertakes the administration of the estates of deceased indentured immigrants and takes care of their orphan children. Where no Indian is fit and willing to take charge of these orphans they are sent to one of two public orphanages. On the death of one parent the other has been known to place the child in an orphanage for the sake of the free maintenance and education.

**13. Free Indians.**—An Indian, whose indenture has expired, is in the same position as the rest of the population. A gentleman of pure Indian descent, by profession a barrister, is now one of the non-official members of the Legislative Council of the colony. We had several opportunities of meeting him and are much indebted to him for assisting us in our enquiries. After his five years' industrial service an Indian has many choices of occupation. The majority subsist by farming or agricultural labour. All large estates have regular gangs of free Indians who continue to do the same work as that performed during their industrial service. They are housed and given free medical treatment. They are usually under separate headmen, and Indian headmen are recruited from their ranks. Some of them are given plots of land on which they grow cane which is sold to the employer either at a fixed rate or a rate which rises or falls with the market price of sugar. There were over 6,000 Indian cane farmers in 1912. Many estates employ free labour only. Their task rates of pay seem to be the same as those paid to indentured immigrants. The time rates are usually higher by 5 to 15 cents, but the labourers at time rates are seldom housed or provided with free medical attendance by the employer or maintained while sick. Their condition in no way differs from that of ordinary labourers in any industry. Some Indians gain a livelihood as owners of carts or carriages, the initial cost of which may be met from savings or partly by borrowing. Carts are usually owned by the driver or a relative. In 1912 licenses were issued in Port of Spain, the capital, to 4 hackney carriage proprietors, 4 carriage drivers, and 635 cart drivers. In rural districts 237 licenses were issued to carriage proprietors, 280 to carriage drivers, and 973 to cart drivers. In Port of Spain carters earn from 5 shillings to 8 shillings daily, one-third of the earnings being regarded as the driver's pay. A few Indians are employed as police constables on salaries of £45 rising to £75. The Public Works Department employs a considerable number of unskilled Indian labourers, the daily average being about 1,300 mainly employed in the south of the island where Indians are most numerous. They earn from 30 to 50 cents (1 cent =  $\frac{1}{2}$  anna) daily, a few receiving 60 cents. In addition a good deal of petty contract work under Government is undertaken by Indian contractors. Some hundreds find steady employment in clearing forests and planting out cocoa by contract, the work lasting for nearly five years and being paid for, as regards cash remuneration, by a fixed sum, usually 25 cents per tree. Those who buy land frequently accumulate a little capital in this way. The payment for an acre fully planted out being about 40 dollars. Besides the cash payment the contractor takes crops of Indian corn and ground provisions from the land under plantation. Some immigrants work for private employers as gardeners, grooms, porters, watchmen, etc. Many are shopkeepers, including a fair proportion of prosperous traders. A large number are landowners. The area of Crown Land granted to Indians from 1869 to 1876 and from 1885 to 1912 is 89,222 acres. The figures from 1877 to 1884 are not available. Until 1876 grants were made in lieu of return passages. Statistics of land purchased by private treaty are not available and the area now in Indian ownership is not accurately known. The Crown Land is alienated in perpetuity, the earlier price of £1 per acre having risen to £1-10-0, and in 1903-04 and 1904-05 to £2 and again in 1905-06 to £2-10-0, the present price. The enhanced price however, now covers a survey fee which was formerly charged for separately.

Land is surveyed and demarcated as required. The acreage sold to and the amounts paid by Indians in the last ten years are as follows:—

Year.	No. of grants.	Area.	Amount.		
			£.	s.	d.
1902-03	346	2,796	4,194	0	0
1903-04	592	4,165	8,330	0	0
1904-05	646	4,898	9,796	0	0
1905-06	544	4,102	10,255	0	0
1906-07	493	3,306	9,015	0	0
1907-08	476	3,186	7,965	0	0
1908-09	651	4,802	12,005	0	0
1909-10	430	2,976	7,440	0	0
1910-11	232	1,283	3,207	10	0
1911-12	101	252	630	0	0
		Total	72,837	10	0

For about 20 years one-third of the total area alienated annually has been taken up by Indians. The area granted to all persons in recent years has been reduced as the Government of the Colony was conducting negotiations for the exploitation of mineral oils by an agency or agencies possessed of the capital and skill required to operate on a large scale. About two-thirds of the land available for sale was very prudently and justifiably reserved pending the conclusion of negotiations and issue of licenses to prospectors. The land outside the oil area, about 184,000 acres, contains much land suitable for cultivation. Portions of it are situated in localities with few or no Indian residents and most immigrants are unwilling to settle far from Indian communities. But there are in our opinion two unnecessary obstacles which separately and in combination retard the settlement of Indians on the land, namely, the payment of the whole occupancy price in one sum before a grant is made and the fixing of a minimum grant at 5 acres. We were informed that a generation or more ago some grantees cleared the timber of land alienated on easy terms and then abandoned their grants. It does not appear that they were Indians. There is very little danger of Indians abandoning land for any other reason than infertility and there would be no danger if Indians applied in the first instance to Inspectors of Immigration and not directly to the Lands Department. Any Inspector could find hundreds of good men, whose record he knew, anxious to get plots of land on reasonable terms. The price is by no means excessive. Hundreds of Indians would take up grants if the portion of the occupancy price immediately payable were reduced to ten shillings or even one pound per acre. The balance might be recoverable in annual instalments of ten shillings or a permanent rent of one dollar per acre might be substituted. Possibly if the occupancy price is recovered in instalments the minimum area need not be reduced. We understand that the Government of Trinidad is unwilling to give special concessions to Indians or to any other section of the community. Disinclination to make distinctions in dealing with applications for land is intelligible but the Indian applicant has very strong claims to special consideration. He is brought to the colony by the Government of the colony in the interests of the colony, serves an agricultural apprenticeship under official supervision, and at the close of his apprenticeship the majority want only one qualification to make them desirable settlers, namely, the possession of sufficient capital to pay down a substantial occupancy price, maintain themselves until land is cleared and becomes reproductive (five years in case of cocoa), and erect buildings. A settler may be helped slightly by the sale proceeds of timber and by growing ground provisions until his plantation is in bearing, but even for this

he has to wait. A man who remits money to India during his indentured employment cannot reasonably be expected to be a petty capitalist. The best of the immigrants want to settle on crown land. They are almost the only cultivators of rice in swampy lands but they also want other land suitable for cocoa or coffee cultivation, and we are strongly of opinion that facilities and not merely opportunities for its acquisition should be afforded. In fact, the continuance of emigration should be conditional on land being granted on such terms, involving no loss to the colony, as would facilitate its acquisition by industrious and well-behaved immigrants. Some of the immigrants who settled on land after their indentures expired have been surprisingly prosperous. The income of one who is now an employer of 60 indentured labourers, probably exceeds £2,000 yearly. He holds over 500 acres of land, mostly under cocoa. He began remitting to India about 40 years ago while under indenture and has done so ever since, annual remittances in recent years amounting to hundreds of pounds. Several others have upwards of 100 acres, with annual incomes of £500 to £1,250 from land, house property, and trade. We met one with an income of about £1,000 from land, and the sons of another whose income exceeded that sum. The majority are holders of from 5 to 20 acres cultivated partly by household labour and partly by paid labourers, most of the latter being Indians. They enjoy a good deal of comfort and bring up large families of children whose physique and appearance resemble not the average but the best Indian types. Their daughters inter-marry either with Indians of colonial birth or rearing or with young men under indenture. The father-in-law in some cases pays for commutation of indenture. The field for settlement in Trinidad is very good indeed.

The following table extracted from the Protector's report for 1912 gives the amounts deposited in the Government Savings Bank by East Indians for the last ten years :—

Years.	Average amount per head to credit at end of each year.			Number of depositors.	Amount deposited each year.			Balance to credit on 31st December of each year.		
	£	s.	d.		£	s.	d.	£	s.	d.
1902	18	0	0	5,646	59,725	18	9	102,629	15	3
1903	18	17	8	5,654	59,156	15	4	106,769	9	9½
1904	17	14	9	5,842	61,287	7	1	103,612	10	0
1905	16	11	10	6,092	64,076	18	11	101,094	15	1½
1906	16	4	2	5,888	67,508	7	1½	98,408	0	8
1907	17	11	1	6,361	74,822	8	7	111,675	6	11½
1908	16	10	0	6,983	86,557	11	0	115,224	18	11½
1909	15	11	8½	7,553	76,863	4	1	117,728	11	10½
1910	14	10	2½	8,568	84,740	6	2½	124,326	1	5½
1911	12	16	10½	9,973	81,403	18	5	128,090	12	1

It will be seen that while the number of depositors has nearly doubled the average per head has declined by only one-third. In the case of remittances to India, exclusive of sums taken by those repatriated, the number of remitters fluctuates from year to year but the average amounts sent by individuals tend

steadily to rise. These remittances are made partly by indentured and partly by 'free' Indians. Particulars for the ten years ending 1911 are given below.

Years.				Amount remitted to Indians	Number of remittances.	Average per head.
				£. s. d.		£. s. d.
1902	...	...	...	2,416 0 2	853	2 16 7½
1903	..	...	...	2,478 18 0	905	2 14 9½
1904	...	...	...	3,013 14 3	1,208	2 18 7½
1905	...	...	...	3,413 7 10	1,053	3 4 9½
1906	...	...	...	2,872 15 10	888	3 4 8½
1907	...	...	...	3,227 0 2	1,003	3 4 4
1908	...	...	...	3,491 13 4	1,072	3 5 1½
1909	...	...	...	3,500 7 4	1,056	3 11 11½
1910	...	...	...	3,990 0 4	1,116	3 11 6
1911	...	...	...	3,624 18 3	936	3 17 5½

There is only one serious drawback to the contentment of the Indian whose indenture has expired. While under indenture he learns to appreciate medical treatment, and subsequently whether he acquires land, goes into business, or works as a day labourer he wants to have medical aid readily available and at a cost which he can pay. The Regulations for medical attendance on the poor are printed as Appendix 6 to this report. They would meet all requirements if the certificates required to ensure that medical aid will be obtained free or at reduced rates were easily obtainable. Many medical officers habitually dispense with certificates but some require their production. To obtain a certificate application must first be made to the Warden, *i.e.*, the executive district official, or a Sanitary Inspector. The Warden or Sanitary Inspector naturally requires the applicant to be identified and this often or usually involves the production of a respectable guarantor. A labourer requires medical aid more often than people more comfortably circumstanced. The total number of certificates issued last year in some of the districts, *e.g.*, Oropuche and La Brea, would seem to be considerably less than the poor Indian population alone would require. A recipient of a poverty certificate must pay for advice and medicine one shilling, or about one day's income. To a man with a wife and children the cost of medical aid is a considerable item, even when he gets a poverty certificate. We do not recommend that medical aid be given at the expense of the medical officer who is paid an official salary on the assumption that fees will be levied, nor that Indians be treated differently in this respect from the rest of the population. We do not know how the certificate system affects other sections of the community but we think an alteration is required if Indians are to receive adequate medical aid. We would suggest that free medical relief as out-patients be given to persons with incomes of less than £30 yearly and that the issue of certificates be entrusted to a larger number of persons, official or non-official. If this adds to the work and curtails the income of the medical officer the remedy is simple. The colony does not gain by a palpable reduction of the industrial efficiency of its labouring population. If immigrants profess the same concern about medical relief in their letters to India as they did orally to us their communications will not promote immigration. We are not unaware of the fact that some Indians, like some others, can but are unwilling to pay for medical aid. We refer to those who can pay nothing or very little, are in most danger of sickness, and suffer a loss of income for each day of sickness. It seems also desirable to consider whether certificates should not be valid for at least six months.

The sums remitted annually to India and the amount deposited in the Savings Bank by immigrants annually since 1890 are shown in Appendix 5 (b).

**14. Education.**—Elementary education in Trinidad is imparted in schools managed for the most part by denominational bodies. The latest annual report showed that 52 Government and 200 denominational schools assisted by Government grants, were in operation. In schools under denominational management religious instruction is given at a stated time and children may not at any time be placed under religious instruction contrary to the wishes of parents. No fees are levied. More than one-fourth of the estates, and those above the average in population, have schools on or very near the estate. More than one-half of the estates are within one mile of a primary school. Of the remainder the majority are within 2 miles of school and of the ten estates having no school within 2 miles, some have very few and some have no children. Estates do not ordinarily make any contribution towards school expenses. A few of the large estates contribute to schools attended by children of indentured parents, and some have given land free for schools. Forty-three schools, of which forty are managed by the Canadian Presbyterian Mission, two by the Anglican, and one by the Roman Catholic Church, are special Indian schools at which both Urdu and English are taught. Indians send their children more willingly to schools for Indian children only. The attendance of Indians at all schools is not known, but the Canadian Presbyterian Mission schools, situated in small and large centres of Indian population, attract about 90 per cent of the school-going Indian children. The reports show a total roll of more than 8,000 and an average attendance of 4,542. The schools have an excellent reputation for efficient teaching and all classes of Indians speak highly of the educational work of this Mission. The indentured Indians are much more indifferent about sending their children to school than the free Indians. The second generation are fully alive to the value of education. The fact that children on estates can often earn a few pence daily by cutting grass tempts parents to keep them from school. The number of Indians who go to secondary schools or leave the island to go to Universities is still small but is increasing. Indians of colonial birth are seeking outlets for their energies in all promising channels.

## APPENDIX 1.

**Regulations made by the Protector of Immigrants and the Surgeon General.**

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1. On every plantation there shall be maintained a sufficient supply of good water for the use of, and in such proportion to, the number of persons residing on such plantation as the Protector may direct. Such supply may be maintained either by a stream of running water, or by a pond where no animal shall at any time be washed or permitted to drink, or into which no lees nor any vegetable nor animal impurity shall have been allowed to enter ; or by rain water stored in iron tanks, or other proper vessels.

2. All dwellings appropriated for the accommodation of Indentured Immigrants shall be properly drained, the drains to be concreted when so required by the Protector. They shall be floored with wood, if so required by the Protector, and kept in proper repair to his satisfaction.

3. All such dwellings shall be white-washed, on the inside and outside, once at least in every six months, and a note of this being done and the date shall be made in the Labour Book.

4. These dwellings shall not be covered with galvanized iron, unless ceiled, or unless the height from the floor to the plate be at least nine feet, and the space between the roof and a line drawn from one plate to the other be well ventilated, so that a free current of air do pass through the upper part of the room or rooms to the satisfaction of the Protector.

5. Indentured Immigrants shall not be lodged in dwellings of more than one storey.

6. Barracks containing a single range of rooms shall have a gallery along one side of at least four feet wide, and where the range is double, a gallery of the same width along both sides, such gallery or galleries to be boarded up to a height of 4 feet if required by the Protector.

7. No cooking is to be done inside the dwellings, but in the galleries or outside.



LANTATION.

Year.	M	Other diseases.				Total.				Medical Officer's initial.
		Adults.		Minors.	Infants.	Adults.		Minors.	Infants.	
		M.	F.			M.	F.			
		Infants.								

Not

- 1. Total indon
- 2. Total days
- 3. Average da
- Remarks—





APPENDIX 2.

Form C.

RETURN OF SICKNESS AMONG ADULT INDENTURED IMMIGRANTS CLASSIFIED ACCORDING TO PERIODS OF INDENTURED SERVICE, TREATED IN THE HOSPITAL AT PLANTATION FOR THE MONTH OF \_\_\_\_\_ 19\_\_

	Malarial Fever including Febricula.		Ankylos-tomiasis.		Pneumonia.		Bronchitis, including Bronchial Catarrh, Asthma and Chronic Bronchitis.		Skin diseases.		Dysentery, Diarrhoea and Enteritis.		Other diseases.		Total.		Total Adult Indentured Population at end of the month.	
	Adults.		Adults.		Adults.		Adults.		Adults.		Adults.		Adults.		Adults.		Adults.	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
(a) Under 6 months	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
(b) Under 1 year	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
(c) Under 2 years	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
(d) Under 3 years	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
(e) Under 4 years	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
(f) Under 4 years	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Total	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...

Note.—“Adult” includes every person of or above the age of 15 years.















## APPENDIX 3.

(3.)

Digest of Abstract of Cases treated in Estates' Hospitals during 1911-12.

Total number of Cases entered in Case Book during year 24,304.

## PRINCIPAL DISEASES TREATED.

Diseases.	No. of Cases.	Diseases.	No. of Cases.
Dysentery ... ..	938	Respiratory System ... ..	781
Malarial Fever ... ..	8,433	Digestive System ... ..	1,647
Rheumatism ... ..	514	Parasites ... ..	820
Anæmia ... ..	744	Skin Diseases ... ..	8,766
Ankylostomiasis ... ..	1,118	Ground Itch ... ..	478

DISTRICTS.	Estates.	Population.	Total cases treated.	Dysentery.	Malarial Fever.	Rheumatism.	Anæmia.	Ankylostomiasis.	Local Injuries.	Respiratory System.	Digestive System.	Parasites.	Ground Itch.	Skin Diseases.	Mortality.
St. Joseph	Frederick	537	822	74	305	6	44	6	48	18	19	...	60	89	.85
Tacarigua	Orange Grove	286	785	26	255	38	23	...	...	61	52	...	...	151	1.39
Chagnanas	Perserverance	532	1914	85	667	35	39	7	28	43	140	16	70	338	1.69
Conva	Sevilla	682	1860	101	699	39	22	37	56	79	69	35	...	379	.58
	Exchange	629	1503	36	523	15	80	44	28	28	77	8	...	523	1.11
	Waterloo	478	1484	117	602	11	55	90	19	125	49	9	...	251	1.88
Pointe-à-Pierre	Esperanza	519	1511	90	718	23	22	19	40	33	93	11	...	331	1.92
	Mount Pleasant	198	896	33	427	17	22	29	7	28	65	...	...	130	3.10
North Naparima	Petit Morne	741	997	32	235	34	7	89	49	16	114	165	...	119	1.07
	Harmony Hall	362	1022	4	322	45	...	12	32	16	137	184	...	85	1.38
	Cedar Hill	348	512	32	90	19	...	40	44	15	28	117	...	48	.28
South Naparima	Union Hall	392	842	...	167	57	117	18	...	12	101	2	87	27	1.53
	Picton	593	1201	...	504	19	31	48	...	14	79	...	75	100	.67
	Bronte	261	572	...	198	6	26	26	...	17	31	...	38	77	1.14
Princes Town	Bien Venue, &c., &c.	619	2668	32	1048	36	140	185	15	22	194	...	97	532	4.63
	Buen Intento	121	802	28	197	16	24	...	11	38	27	190	...	150	4.95
Guaracara	Brothers	272	673	51	224	3	...	56	19	38	17	...	...	27	1.10

H. L. CLARE,  
Surgeon-General.

## APPENDIX 3—contd.

(4.)

Comparative Statement of Principal diseases treated in Estates' Hospitals during the years 1909-10, 1910-11, 1911-12.

DISEASES.	SUGAR ESTATES.			COCOA ESTATES.		
	Number Treated 1909-10.	Number Treated 1910-11.	Number Treated 1911-12.	Number Treated 1909-10.	Number Treated 1910-11.	Number Treated 1911-12.
Influenza ... ..	219	254	98	17	39	84
Dysentery ... ..	748	674	742	162	186	241
Malarial Intermittent Fever ...	7,454	5,276	7,224	916	571	1,205
"  Remittent  "  ... ..	97	10	8	15	440	...
"  Pernicious Remittent Fever ...	7	...	...	2	3	...
Primary Syphilis ... ..	121	134	182	10	7	20
Gonorrhoea ... ..	214	168	273	62	41	68
Rheumatism ... ..	401	439	422	67	50	92
Anæmia ... ..	808	924	651	281	198	93
Ankylostomiasis ... ..	1,319	1,370	717	101	326	396
Debility ... ..	556	822	834	87	119	57
Neuralgia ... ..	173	148	104	16	28	33
Diseases of the Eye ... ..	144	164	175	27	20	43
"  "  Respiratory System ... ..	658	786	631	102	148	150
"  "  Digestive  "  ... ..	1,454	1,459	1,307	283	220	340
"  "  Male Organs ... ..	190	141	201	28	57	77
"  "  Cellular Tissue ... ..	448	512	519	139	171	168
Skin Diseases ... ..	3,577	2,791	3,389	499	205	377
Local Injuries ... ..	586	549	458	111	128	132
Parasites ... ..	880	506	751	54	72	69
Ground Itch ... ..	425	316	429	43	41	49

H. L. CLARE,  
*Surgeon-General.*

## APPENDIX 3.

(5.)

Comparative Statement of communicable Diseases treated on Estates during years 1909-10, 1910-11, 1911-12.

DISEASES.	Cases treated 1909-10.	Cases treated 1910-11.	Cases treated 1911-12.
Chicken Pox ... ..	...	...	...
Influenza ... ..	236	293	177
Typhoid Fever ... ..	...	...	1
Erysipelas ... ..	5	4	2
Tuberculosis ... ..	10	...	5
Leprosy ... ..	8	4	8
Yaws ... ..	28	6	8
Syphilis ... ..	207	160	233

H. L. CLARE,  
*Surgeon-General.*

APPENDIX 4.

THE \_\_\_\_\_ ESTATE LABOUR AND PAY LIST FOR TWO WEEKS ENDING THE \_\_\_\_\_ 19\_\_\_\_

Ship.	Name of Immigrant.	MONDAY.		TUESDAY.		WEDNESDAY.		THURSDAY.		FRIDAY.		SATURDAY.		Amount this week.	MONDAY.		TUESDAY.		WEDNESDAY.		THURSDAY.		FRIDAY.		SATURDAY.		Amount this week.	Amount last week.	Totals.	Dr.	Cr.	To whom paid.
		Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.		Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.	Occupation.	Amount.						

**APPENDIX 5 (a).**  
**REPATRIATION.**

Year.	NUMBER OF RETURN PASSAGES EACH YEAR.						Total souls statute Adults.	Amounts deposited for remittance.	Amounts deposited with Surgeon Superintendent.
	Free after 10 years.	Ass'd. after 10 years.	Sent back as unfit.	Rejected.	Paid passages.	Children.			
1890	471	...	...	...	8	128	597	£ s. d. 7,869 7 6	£ s. d. 68 14 2
1891	545	...	...	...	36	104	535½	10,781 19 1	827 15 10
1892	556	...	...	...	10	131	685	9,181 12 6	118 19 11
1893	609	...	...	...	34	97	633	8,938 10 6	116 8 9
1894	590	...	...	...	...	117	607	10,868 1 9	300 0 0
1895	798	...	...	...	1	147	631½	11,077 5 10½	105 0 0
1896	572	...	...	...	15	125	740	9,685 4 0	111 0 0
1897	605	...	...	1	...	141	691½	7,091 9 2	40 0 0
1898	605	...	4	...	...	137	707	10,797 15 10	68 4 4
1899	597	...	4	...	20	99	618½	10,096 13 4	292 0 0
1900-01	578	...	14	...	5	113	946	8,688 19 2	97 0 0
1901-02	587	...	17	6	1	124	750	9,102 18 4	134 17 1
1902-03	532	...	6	14	5	193	678	9,095 8 9	124 16 8
1903-04	562	...	9	11	1	188	750	9,171 5 5	150 0 0
1904-05	563	...	13	15	4	133	652	9,078 19 2	204 5 0
1905-06	696	23	20	8	3	154	728	14,580 0 0	806 0 0
1906-07	472	119	40	8	16	128	661½	10,005 12 6	119 0 0
1907-08	882	185	24	1	40	120	804	18,578 11 10½	306 0 0
1908-09	872	157	27	...	57	118	827	17,426 0 10	286 5 10
1909-10	260	187	82	6	66	87	788	18,656 17 6	208 9 7
1910-11	233	186	74	3	80	98	719	10,525 12 6	196 19 0
1911-12	214	118	51	6	87	50	752	9,046 5 0	90 11 8

## APPENDIX 5 (b).

AMOUNTS REMITTED TO INDIA AND AMOUNTS PLACED IN DEPOSIT IN THE SAVINGS BANK BY INDIAN IMMIGRANTS ANNUALLY SINCE 1890.

Year.	Amounts remitted.	Number of remitters.	Savings Bank deposits.	
			£	s. d.
1890 ... ..	2,213 10 5	608	84,955	1 1
1891 ... ..	1,468 10 2½	383	30,987	11 4
1892 ... ..	2,074 13 7½	559	36,938	17 9½
1893 ... ..	2,510 15 5	654	37,772	7 7
1894 ... ..	2,545 1 2½	698	36,200	4 3½
1895 ... ..	2,829 17 5½	879	47,938	12 7
1896 ... ..	4,542 18 11	1353	46,057	7 8½
1897 ... ..	3,616 11 2	1213	38,877	11 2
1898 ... ..	2,781 16 7	998	40,570	10 7
1899 ... ..	2,910 12 0	903	55,273	14 0
1900-1 ... ..	2,960 3 9	1029	59,907	19 5
1901-2 ... ..	2,314 4 5	888	65,023	3 0½
1902-3 ... ..	2,416 0 2	858	59,725	13 9
1903-4 ... ..	2,478 18 0	905	59,156	15 4
1904-5 ... ..	3,013 14 3	1028	61,237	7 1
1905-6 ... ..	3,413 7 10	1053	61,076	16 11
1906-7 ... ..	2,872 16 10	888	67,508	7 1½
1907-8 ... ..	3,227 0 2	1003	74,822	8 7
1908-9 ... ..	3,491 13 4	1072	66,557	11 0
1909-10 ... ..	3,800 7 4	1056	76,833	4 1
1910-11 ... ..	3,990 0 4	1116	84,740	6 2½
1911-12 ... ..	3,624 18 3	936	81,403	13 5

## APPENDIX 6.

**Regulations for Medical Attendance on the poor.**

1. The Government Medical Officer of the District attends at the times and places appointed for the purpose, to prescribe for poor persons presenting themselves for medical advice and treatment.

2. Any pauper producing a certificate of pauperism from the Sanitary Inspector of Port-of-Spain or San Fernando or the Warden of any District is prescribed for, and treated gratuitously, and the medicines ordered are furnished free of charge.

3. Persons unable to pay for private medical attendance, producing a certificate of poverty signed by a Warden or Sanitary Inspector, are prescribed for, and treated on pre-payment to the District Medical Officer of a fee of sixpence each time prescribed for, and the medicines ordered each time is supplied on pre-payment of sixpence.

4. The District Medical Officer must report to the Surgeon-General any irregularity or impropriety that he may discover in the issue of any certificate of pauperism or poverty.

5. The District Medical Officer will visit the sick poor when necessary at their homes on presentation of a pauper or poverty certificate and an order to visit signed by the Warden or Sanitary Inspector.

6. He is responsible for prompt attendance, whether prepaid or not in all cases of urgency when duly notified thereof, or summoned hereto, by any Magistrate, Warden, Ward Officer, Member of the Constabulary Force or Sanitary Inspector.

7. The pre-payment of any fee, or the presentation of any certificate, or order to visit is not to prejudice the Medical Officer's further legal claim for remuneration from the person attended.

8. If the District Medical Officer is of opinion that any pauper prescribed for, or visited, according to the foregoing Regulations, requires hospital treatment, he shall order his removal to hospital.

9. Certificates of pauperism are available for one month only and of poverty, for a fortnight only from date. Any order or certificate to visit is available for one week only from date.

10. No certificate of pauperism exempts any person receiving medical relief from his liability for subsequent payment for such relief according to his means.

11. Sick persons provided with certificates of pauperism or poverty signed by the Warden may present themselves for treatment to the nearest District Medical Officer. Those who require to be treated at their homes, however, must be attended by the Medical Officer of the District.

All questions arising in respect of the foregoing Regulations may be decided on the authority of the Governor.



## BRITISH GUIANA.

**15. Housing of labourers.**—The general rules regarding accommodation, sites, drainage, are substantially the same as in Trinidad. Both dwellings and yards are inspected monthly by the local Immigration Agent as well as by the Government Medical Officer who is in charge of the estate hospital. The Immigration Agents in their monthly reports keep the Immigration Agent General informed of the state of buildings, etc. The medical officers submit monthly reports to the Surgeon-General, the form prescribed being included in Appendix 7. The Surgeon-General, or an officer specially deputed by him, inspects the dwellings and yards of each estate once in six months.

The dwellings are on the same general pattern as those in Trinidad but are better ventilated. The arrangements for irrigating and draining estates have been described in detail in Surgeon-Major Comyn's report and need not here be repeated. After a number of experiments a simple and serviceable type of latrine has been constructed over the estate drainage trenches, emptied daily, and these latrines are now in general use. The drinking water-supply arrangements consist of open ponds as well as of barrels or cisterns for the collection of rain water from roofs. In some cases special cisterns have been constructed for storing and purifying water introduced in pipes from an outside source of water-supply. Unremitting efforts are made to raise the standard of purity of water from whatever source it may be derived. Even where no indentured Indian labourers but large numbers of free labourers are employed considerable sums are spent on drinking water-supply arrangements. Receptacles for water were carefully screened, and the space round buildings was kept clean. Much has been done in recent years to remove defects and we found unmistakable evidence of active co-operation between employers and medical officers in devising and carrying out improvements. Though the distance from buildings to main drainage trenches is short and ordinary surface trenches for storm water are easily kept clean cement-lined channels might perhaps be advantageously substituted. A memorandum regarding the organisation of medical and sanitary work on estates was drawn up for our information and is printed as Appendix 7 to this report. We have only to add that our experience indicated that an admirably close correspondence has been established between practice and theory. Bathing places, consisting of cement floors surrounded by any kind of effective screen, would be an improvement.

**16. Medical arrangements. Birth and death rate.**—For detailed information reference may be made to Appendix 7. Estates in this colony employ large numbers of labourers and the separate hospital on each estate is visited at least once in 48 hours by the Government Medical Officer, a trained dispenser with a nursing staff being always on the spot. Where the hospital is near to the medical officer's residence it is often visited daily both in the morning and in the afternoon. No distinction is made between the free and indentured labourers residing on an estate. The latter cannot be ordered to go to hospital but require no pressure to accept medical treatment which they have learnt to value. They do not however always apply promptly for treatment and may exercise an unwise discretion about compliance with dietary instructions. Of recent years quinine has been supplied by Government at cost price to estates and is distributed to labourers. Medical officers and managers of all estates have, with varying degrees of success, tried to induce all labourers to take small doses regularly. In every estate hospital visited the dispensers were trained specially to assist in the treatment of ankylostomiasis patients and the medical reports indicate that this has been done generally. The hospitals, 37 in number with 2,360 beds, are suitable and well equipped. The medical officers who visit the dwellings monthly seemed to know not only the ailments but often the personal history of the residents. Generally we regard the medical arrangements on estates as beyond our criticism.

The memorandum, Appendix 7, contains the rules relating to the medical treatment of poor persons off estates. It will be seen that certificates entitling persons to treatment either gratis or at reduced fees may be issued by a number of residents of each locality. Most Government medical officers dispense with certificates and treat Indians free unless they know them to be well off. On settlements at a distance from the residence of a Government Medical Office

Indian settlers sometimes complained that medical aid was not sufficiently accessible. In one locality we found that an allowance had been granted to defray the cost of a motor launch to enable the medical officer to travel up a creek twice a week to an Indian settlement of rice growers and cattle owners. It seems impossible to send fully qualified medical officers to every locality to which settlers are spreading, but we think that the prevailing conditions render desirable the entertainment of a small staff with qualifications similar to those of sub-assistant surgeons in India. The Indian population in villages and settlements accustomed to medical treatment on estates and appreciating its value needs local and prompt treatment of ordinary ailments. Dispensaries in charge of men of the sub-assistant surgeon class would be very useful if out-door patients received gratuitous treatment and visits to patients' homes in the vicinity of the dispensary were covered by a very small fee. It is possible that young Indian licentiates of medicine and surgery would be attracted by the offer of salaries of 50 dollars a month, and on resignation after 10 years' service a bonus of one month's pay per year of service. Leave might be given at intervals of four years with arrangements for passage as assistant medical officer on emigrant steamers. Not only Indians but all labourers would benefit by the establishment of dispensaries in populous localities situated at a distance of more than 6 miles from any existing centre of medical relief. It would also be well to exempt from payment of medical fees persons whose yearly incomes did not exceed £30. Though certificates of poverty may be obtained more easily than in Trinidad a general rule of this kind will often obviate the need for obtaining a certificate. The suffering and privation due to sickness amongst the very poor in tropical countries call for the administration of medical relief free from harassing restrictions.

The figures in Table V of Appendix 7 show that the death-rate of the indentured on estates varied in the 5 years ending in 1911-12 from 14.6 to 21.1 per 1,000, and that the death-rate amongst unindentured Indians on estates varied from 26.4 to 35.8. The Immigration Agent General's annual report for 1912-13, received during the compilation of this report shows that the low rates of 1911-12 have not only been maintained but improved upon. The following figures for the estate population in the last three years are noteworthy:—

Year.	Birth-rate.	Death-rate.	Infantile mortality.	Total population.
1910-11 ...	24.3	30.8	215	62,197
1911-12 ...	28.1	24.8	178	63,945
1912-13 ...	34.3	17.5	138	66,134

In the year 1912-13 the death-rate among indentured Indians was the lowest known, *vis.*, 13.3.

Malaria, bowel complaints, and pneumonic diseases have in the past been most fatal on estates. During the last three years the variations recorded on estates are as follows:—

Year.	Malaria, Coma, Convulsions, etc.		Dysentery, Dysentery, Colitis, etc.		Bronchitis, Pneumonia, Asthma.	
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
1910-11 ...	22,385	812	3,841	200	6,321	445
1911-12 ...	15,325	167	3,216	215	4,376	289
1912-13 ...	7,134	66	2,708	141	5,078	258

The results achieved by well directed and zealously executed measures, both sanitary and medical, on estates in recent years are very satisfactory.

The Registrar-General's latest report showed that the general Indian birth-rate on and off estates, was 26 per 1,000, and that in the preceding quinquennium the mean rate was 26·7. The proportion of Indian males to females in 1911 was 4 to 3. If all persons below 15 years of age are excluded the proportion exceeded 3 to 2, and excluding all those below 20 years of age the proportion approximated 5 to 3. Under the circumstances a low birth-rate must be expected. The death-rate among Indians generally was 32·6, 33·7, 37·6 and 32·1, respectively, in the years from 1908-11. The mean death-rate for the whole population in the quinquennium 1906-10 was 32·2, and in 1911 was 31·7. The Indian death-rate is slightly higher than the general rate. The following table gives details of mortality among the various races :—

Races.	Rate per 1,000 of population.		
	1909.	1910.	1911.
Europeans other than Portuguese	15·0	16·5	13·0
Portuguese	34·3	34·3	32·7
East Indians	33·7	37·6	32·1
Chinese	40·3	37·0	34·7
Aborigines	53·8	67·1	63·4
Africans	59·1	89·1	113·5
Blacks	30·8	33·5	31·5
Mixed races	17·4	19·7	24·4

The Indian death-rate is stated to be highest among the rice-land cultivators, and if the fact is established the argument for organising special medical relief measures is strengthened. Experience on estates in recent years indicates that the death-rate may be reduced and the birth-rate increased by improving sanitation and medical aid. A reference to the Vital Statistics for India (1913) will show that birth-rates and death-rates of districts in the United Provinces, which is the largest supplier of emigrants to the colonies, do not always contrast favourably with the rates above recorded. In the ten years ending 1911 the death-rate of all India exceeded 35 per 1,000, and the birth-rate very closely approximated 39 per 1,000.

The Surgeon-General arranged to introduce hospital forms, similar to those proposed in Trinidad, in order to show the average number of days of sickness per head, the number of days of sickness contributed by each of the diseases contributing most largely to the total, etc. As in Trinidad the statistics of sickness in existing forms are very complete medical returns but are of small value to the layman, who wishes to know exactly the incidence on each estate, the diseases affecting large numbers of patients, and the explanations of abnormal rates or the remedial action taken. The last year's returns are printed as Appendix 8. From the annual report for 1911-12 it appears that out of 9,492 indentured labourers the daily average number in hospital was 494, equivalent to 5·3 per cent. The average number of days sickness per head per annum is therefore 19·4, the maternity cases being included. The average worker is unable to earn money and is maintained free of cost on these days. The percentage of sickness per head on individual estates in 1912-13 is given in the Work and Wages Return in the annual report received by us in March 1914. For details see Appendix 10. It would be imprudent to draw confident conclusions from the figures of a single year, but clearly when the sickness percentage of an estate is double the average percentage there is need for in-

quiry. It may mean unhealthy conditions but may also mean only a high birth-rate and considerate treatment of maternity cases or the presence of one or two chronic invalids who were never fit for work and never would be. So also if a single disease shows an abnormal rate on an estate, whatever the total sickness may be, the cause should be known. It may be defective sanitation or merely variations in medical treatment but a definite and not a conjectural explanation is needed.

**17. Tasks, hours and wages.**—The provisions of the Ordinance differ very slightly from those in Trinidad, even verbally. The only noteworthy difference is that in British Guiana a working day for the time-worker consists of 7 hours, exclusive of stoppages. It may in practice result in a shortening of the time in the field as compared with Trinidad, but time-work is a trifling percentage of the labour in British Guiana. In Trinidad time-workers are most in evidence on cocoa plantations, where work is less monotonous and much cooler than in the open. We found no cases of excessive hours and had no complaints from time-workers, but think our proposal regarding overtime payments in Trinidad should be generally applied.

The following remarks are extracted from a memorandum of the Acting Agent-General. We have converted dollars and cents into Indian coinage when this seemed likely to be a convenient aid to readers familiar with the latter. We endorse the statements made with the following exceptions. Firstly, we doubt if the trained ex-indentured labourer can earn as much in 3 days as an average indentured man in 5 or 6 with the same effort. It seems safer to state that the comparative efficiency is not less than 4 to 3. A good number of the men in the last half of their indentured service are as good as the ex-indentured man. We have seen indentured men in British Guiana earn two shillings (= Rs. 1-8-0) a day on ordinary task-work. Such men are often bracketted in the field with a newcomer to bring him along. Secondly, we see no difficulty in properly appreciating the daily earnings as set forth in the appendices to the Fiji and Jamaica reports, the latter giving complete details. We have, however, made a general recommendation in paragraph 62 of this report regarding the form in which labourer's earnings are shown.

"Immigrants as a rule get to work at 8 A. M. and leave the field at about 4-30 P. M., 7½ hours at task work (allowing an hour for meals).

"The weekly average per worker (including females as well as males, children, invalids and convalescents) for the last four years has been \$1.17½. On the assumption that the workers all worked 6 days the daily average is 19.6 cts. (= 9.8 annas).

"There are four females to every ten males. The minimum for a woman is 16 cts. (= 8 annas) a day, for an able-bodied man 24 cts. (= 12 annas) a day; therefore a group of 14 persons consisting of 4 females and 10 males should earn :—

$$4 \times 16 = 64 \text{ cts.}$$

$$10 \times 24 = 240 \text{ ,,}$$

$$\underline{\$3.04 \text{ ,,}}$$

or per unit  $3.04 \div 14 = 21.71 \text{ cts. (= 10.85 annas)}$ .

"The above 19.6 cts. compares favourably with the above 21.71 cts. when it is considered that in practice the workers do not work more than five days a week at most (½ day Monday and ½ day Saturday) and that there are included workers who have worked only portions of the week but whose time has been counted as a whole week. Further, as already mentioned, invalids and convalescents,—not to mention 'new coolies' who are strange to the work,—are included in the calculation. For example, assuming for a fact, as it is, that the immigrants do not work more than five days a week on an average, the weekly average of  $\$1.17\frac{1}{2} \div 5$  gives an *all round* daily average of 23.5 cts. (= 11.75 annas).

"On each monthly visit to an estate the Immigration Agent takes the 10 highest earnings of the shovel gang and a similar number of the weeding gang, which is composed of men and women, for the week immediately preceding his visit.

"In 1912 there were 30 estates which employ indentured labour; the total selected highest earnings for 1912 amount to \$13,166.16; this divided by  $20 \times 12 \times 30 = 7,200$  gives practically the highest weekly average per unit. This

refers only to field work earnings in the factory not being dependent on rates. Of the above amount, \$7,588.98 was earned by 3,600 shovelmén, \$5,577.18 by 3,600 women and weakly men, showing a weekly average of \$2.11 (= Rs. 6-9-6) for shovelmén and \$1.55 (= Rs. 4-13-6) for the others. Taking both together the weekly average per unit was \$1.83 (= Rs. 5-11-6).

"It may be mentioned that a comparison of the price of food stuffs ruling now and in 1872-73 when the shilling minimum was fixed by law, shows that the purchasing power of money is greater now. This applies with greater force to other commodities, such as clothing, etc.

"From the above taken together with the general health and condition of the immigrants it would seem that tasks are fairly moderate, hours of work suitable, and wages adequate.

"It may be well to describe here the procedure adopted when complaints are made by a body of immigrants as to insufficiency of rates. The District Immigration Agent at once proceeds to the estate and makes inquiries with a view to adjusting the price of the work to a rate fair to both parties. If such a course should appear desirable (if, for instance, one of the parties cannot be persuaded to accept the Agent's recommendation) the Immigration Agent may advise and assist the immigrants to lay their case before the Magistrate for arbitration, and this is done in some cases although the earnings of the complainants show a good average, when the immigrants continue dissatisfied and desire such a course.

"The arbitrators appointed by the Magistrate usually apply the time test and this, when carefully carried out and due allowance is made for flagging energy during the course of the day, is probably the most accurate and fair method of ascertaining whether the statutory minimum wage can be earned within the time and under the conditions laid down in the Ordinance.

"Two or three workers are selected by the employer and a similar number of volunteers from among the complainants are selected and set to work. An equal portion of work is given out to each and the time is taken at the beginning and finish of each man's work and his possible earnings in 7 hours ascertained.

"As a rule, of course, the "Strikers" in such a test work slowly but the mean between the time they take and that taken by the others is regarded as an indication of what an able-bodied man *ought to be able to do* 'without extraordinary exertion'.

"If an immigrant working leisurely takes 8 or 9 hours to finish a task for 24 cents which a willing and industrious worker can easily complete in 7 hours it is his own concern but he cannot complain that the rates are insufficient."

#### *Earnings of Indentured and Free Labourers.*

"Unindentured immigrants work at the same rate as indentured for the most part. Employers, however, sometimes have work which, if it can be accomplished fairly cheaply, they will get done, but not otherwise; and sometimes offer this work successfully to applicants for work at a lower rate than would be adequate for indentured immigrants.

"There are no statistics kept in this office as regards earnings of unindentured immigrants; but as examples in this regard I submit the average earnings of unindentured immigrants on 4 plantations in the different Immigration Districts for a month during the grinding or busiest season and a month in slacker times:—

DISTRICTS.	AVERAGE AMOUNT EARNED PER WEEK.	
	JULY. (Slack season).	DECEMBER. (Grinding season).
	Dollars.	Dollars.
No. 1 Berbice ...	.87 (=Rs. 2-11-6)	1.47 (=Rs. 3-9-6)
No. 2 East Demerara ...	1.10 (=Rs. 3-7-0)	1.28 (=Rs. 4-0-0)
No. 3 West Demerara ...	1.26 (=Rs. 3-15-0)	1.25 (=Rs. 3-14-6)
No. 4 Essequibo ...	1.04 (=Rs. 3-4-0)	1.23 (=Rs. 3-13-6)

"It is difficult to make a comparison of the earnings of indentured and free labourers—the latter not being under obligation to work every day are frequently satisfied to

earn just enough for their weekly needs and they can do this with three days work a week.

"The free resident labourers (numbering 47 per cent of the total free immigrants in the Colony) enjoy the same advantages as the indentured immigrants in every respect, with the additional advantage that being skilled and acclimatized they are able to earn as much in three days as the indentured immigrants earn in five or six. I may add that the free resident labourers are allowed much latitude as regards the amount of work they afford for fear of losing their services altogether. Indeed, with a view to attracting and retaining the free labour, privileges (such as irrigated and drained plots of land for the cultivation of rice), are offered them on many estates, not to mention facilities for cattle raising.

"With regard to the system of entries in the muster-roll of the pay lists, it must be noted that the pay lists are framed in accordance with the schedule to the Immigration Ordinance and the presence or absence from work of immigrants for six days in every week has to be entered. No discrimination is practicable between immigrants working portions of a day and a full day, every immigrant who turns out to work being entered as present at work during the whole of that particular day. If therefore the test of the sufficiency or otherwise of the rates paid is the average *daily amount earned*, it will be seen that the earnings of some of the labourers who have worked portions of one or more days will lower the weekly average of the whole number.

"On estates where rice farming and the keeping of cattle and other stock is permitted and encouraged a reasonable amount of indulgence to enable the people to attend thereto is always granted, and on such estates especially where rice cultivation is extensively carried on, the week's work might often be taken as 4 to 4½ days.

"It was in view of this that about 11 years ago, it became the practice to regard an average of \$1.00 a week as a *minimum* per indentured worker as a sound indication that the law was being complied with as regards the rates. This allowed for absences from work during part of the week and for the inclusion in the total number of workers of weakly men and women, children, convalescents and invalids. This system affords a better indication of the means of support than that of a daily average as recommended by the Sanderson Committee—

The following examples illustrate this point:—

"On plantation La Bonne Intention during the week ended 11th January 1913, 181 indentured immigrants, male and female, earned \$162.12 giving a weekly average not quite 90 cts. showing inadequate earnings; but the daily average of the men was 24.4 cts. and of the women 19.1 cts. showing fair earnings especially on the part of the women.

"Again at plantation La Bonne Intention during the week ended 1st March 1913 186 male and female immigrants earned \$212.16 giving a weekly average of \$1.14 showing passable earnings, while the daily average of men was only 22.9 cts. and of the women only 15.6 cts.

"Writing on the subject of the earnings of the indentured immigrants, one of the oldest and most popular managers in this Colony states:—

"It must be remembered that the indentured immigrant works for himself during most of his spare time in the rice fields, many of them growing sufficient paddy to supply the family consumption throughout the year, and though this reduces their efficiency as workers for the estate, I agree with the views of the late Immigration Agent General, that they should be allowed to take land for this purpose. Undoubtedly there are some with sufficiently robust physique to enable them both to earn the minimum wage month after month and grow their own paddy out of working hours, but when dealing with the average earnings of a large number of immigrants it will always be found that the one interferes with the other. The question then arises; what is best for both parties;—the Employer and the Immigrant? If the Employer is forced to make his immigrants larger wage-earners, it will become necessary for him to see that their spare time is not occupied with further manual labour, (the earnings from which do not appear in the Employer's books) and thus cause general dissatisfaction. On the other hand if he is satisfied to accept fair average earnings from his immigrants allowing them to supplement this by growing paddy for their own consumption he has a happy body of people who work willingly for him. At the same time the fact must not be lost sight of that the crying want of the country is labour that can be depended upon, and the employer will naturally get the utmost, commensurate with contentment, out of his immigrants."

As regards earnings the table in Appendix 10 shows average weekly earnings for all workers together in 1908-12. The estates in the northern group, Essequeibo district, show weekly earnings of four shillings and nine pence or

three rupees and nine annas. The average sick rate in this district was 4.7 per cent as against 5.3 on all estates in 1911. Less than ten per cent of the indentured labourers are employed on these estates. On the other estates the weekly earnings were in 1912 5s. 1½d. or three rupees thirteen annas and six pies. In the Agent-General's report for 1912-13 which reached us in March 1914 the earnings per working day and per day worked on each estate are given. These are printed as Appendix 10 of this report, and to ensure their proper appreciation paras. 32 to 34 of the Agent General's report are printed with the statistical tables. To the earnings in money must be added the small item of cost of maintenance during sickness and the substantial, but unknown amount earned by cultivating rice lands or keeping cattle. This addition must be made in making mental comparisons with the earnings of other day labourers. In this colony the excellent system of rewarding good workers by assigning them small rice plots or permitting them to keep cattle is generally practised. But omitting the supplementary items the actual money earnings show that men of ordinary industry and physique can without difficulty earn the wage promised them in India. On estates visited the pay-sheets show that good workers earn sometimes 19 rupees (over 6 dollars) in a fortnight, and that fortnightly earnings of upwards of Rs. 14 are by no means infrequent. That is, from 19 to 25 tasks are done on 11 working days. These earnings were not confined to one class of work but appeared in several, e.g., loading punts, forking banks, half-banking and planting, supplying tops, etc. The Agent-General's explanation of the figures in Appendix 10 must be borne in mind when reading the tabular statement. Even including minors and invalids, untrained as well as trained labourers, and counting days, on which more than a half day's work is rarely done as full working days, the average daily earnings of males are eleven pence, i.e., eleven annas, per day worked. We have seen the tasks in the field and found them always reasonable. The earnings show that they must be reasonable. We nevertheless recommend that each Inspector should go more frequently into the field to see men at work and listen to their casual representations. Without doing anything that remotely resembles what is colloquially described as playing to the gallery he will let a body of ignorant and rather suspicious labourers know that what concerns them concerns him. He will hear some things he might not otherwise hear and he will keep himself constantly informed of the conditions under which work is done. The system by which the reasonableness of tasks is tested is good. At present if labourers complain that tasks are unreasonable the Immigration Agent proceeds to inquire. In the great majority of cases the complaint is groundless and the labourers are shown that it is so. A regular time test is rarely made by an Agent. In one case out of 41 since 1908 an Inspector has increased the piece rate for the work. In 5 cases the dispute was referred to arbitrators appointed by a Magistrate and in all these cases the rate was held to be fair. The reason for the infrequent application of the time tests by Immigration Agents is that thirty-four years ago the then Immigration Agent-General forbade Inspectors to arbitrate and instructed them to help labourers to obtain a magisterial decision as the Agent whose duty it was to protect the labourer incurred odium by giving a decision in favour of the master. The practice of arbitrating was in time resumed by Agents and again in 1900 condemned by the Agent-General who ordered Agents to limit their interference to assisting labourers to obtain magisterial decisions under section 99 of the Ordinance. The reiteration of the prohibition was caused by two violent manifestations by labourers who were dissatisfied with decisions. In one case they beat the men employed to work against time and in the other assaulted the Head Overseer of the estate. Again the custom of summary arbitration by Agents has reappeared and will, we hope, escape future condemnation. An Inspector's decision should be as just and impartial as that of any other tribunal. The very fact that his duty is to protect and assist the labourer during and after indenture is the reason why the labourer should not be referred to another authority if the Inspector can effect a settlement. It is reasonable to allow either labourer or employer if dissatisfied to refer the case to a Magistrate. The fact that labourers dissatisfied with a decision may sometimes give violent vent to their dissatisfaction is a risk that must be taken with people liable

to sudden bursts of passion. An Agent who hoped never to displease either labourer or employer should be relegated to some other duty. The inquiry of an Agent will be much speedier than that of a Magistrate, and promptness will have two advantages. A heavy shower may alter the conditions of the soil if the inquiry is delayed. A dispute kept pending for several days is unsettling. The experience of the last few years shows that Agents can arbitrate successfully, and the final restoration of the twice formally prohibited practice under an Agent-General like Mr. Duff, recently retired, is not a slight argument in its favour. We think that an Agent should not only make thorough inquiries, apply time tests, and give definite decisions on complaints but that he should be empowered to make unsolicited tests occasionally. His decisions on complaints will not have less weight because practical testing of work is an ordinary part of his duty. It will be seen hereafter that we think Agents should be empowered to adjudicate in all disputes between labourers and employers.

The labourers in British Guiana gave us the impression that they were very critical of tasks rates. The employers seem to have aimed at very accurate adjustment of tasks and to have educated their labourers in so doing. A task is nominally an allotment of work for a day. In practice, a rate of piece work is fixed with reference to a reasonable seven-hour task at twelve pence (or annas) and a labourer is usually assigned work which will represent several tasks. Within wide limits he works at his own pace and a field book sometimes shows that on five successive days he has no two days' earnings alike. The ordinary worker will approximate to a steady rate from Tuesday to Friday. Monday and Saturday are generally light days. During crop time his work will be more strictly controlled. His earnings will go up, and at the end of the spurt he will be given holidays or some other form of reward for working continuously. He cannot be compelled to work more than 42 hours per week or do on any day a task which represents more than 7 hours' work performed without extraordinary exertion. He is stimulated by special rates to exert himself in crop time when the cane is being cut and taken to the factory so that the mill work will proceed uninterruptedly and economically.

The indentured labourer on the estates of British Guiana has no reason for dissatisfaction with the manner in which his work is assigned to him or the rate of payment. The average man gets more than he bargained for, and good work meets with special recognition apart from wages earned.

Recently an addition has been made to the ration supplied to new arrivals on estates, though no deduction from wages on this account has been made. It was found that new-comers frequently did not arrange to have food properly cooked before going into the field in the morning, and that this was bad for their health. Accordingly it was ordered that each man should, during his first three months of indenture, receive a special morning ration of 5 ounces of bread or biscuit, half an ounce of sugar and half a pint of milk. The cost of this ration is about 3½ cents, (one anna and nine pies,) and is a gratuitous addition to the labourer's pay for three months. It is a wise and humane provision, which might be adopted in all colonies. The cost of living in British Guiana is cheaper than in Trinidad owing to the fact that rice is now grown locally in much larger quantities than is sufficient to meet the local consumption, the majority of the estates having rice lands cultivated by their indentured and free Indian labourers. Some other requisites are slightly dearer. The net deduction in favour of British Guiana should be not less than three pence weekly. Since 1872 when the present rates of wages were instituted prices have declined. Tobacco alone shows an increase of no less than 100 per cent. However even to the inveterate smoker this means perhaps an increase of one anna per week, which may be compared with a reduction in the price of flour, which is consumed daily, from 6 cents to 3½ cents per pound. If a man does not save upwards of two shillings a week it is because he is below the average standard of industry and physique. Good workers can save from twice to three times that amount.



There is so little time-work at ordinary rates in British Guiana that the question of overtime rates is almost academic. The rule we have suggested for Trinidad is, however, recommended for adoption. A definite and equitable rule obviates trouble. It seemed to us that neither task workers nor time workers began their work as early in British Guiana as in Trinidad.

The indentured and free workers are employed at the same rates. We never heard of higher rates to outside workers. We were informed that if a manager had many applications from labourers he might offer a piece of work at a contract rate rather lower than the rates paid to indentured labourers. Its execution would effect some little improvement justifiable at a certain cost and not otherwise.

**18. Administration of justice, etc.**—The comments made on the administration of justice in Trinidad are generally applicable. What is needed is a reduction in the number of prosecutions, a revision of the maximum penalties, the recovery of fines by instalments, and the detention and the employment apart from ordinary convicts of offenders who will not pay fines imposed upon them for breaches of their agreement.

The prosecution record in this colony shows that the percentage of summonses to indentured immigrants began to rise in 1896-97, when it was 18·48 per cent, and culminated in 1906-07 with 37·8 per cent. It would seem that the development of the rice industry in the intervening years contributed greatly to this result. Indentured immigrants devoted to the plots assigned to them or to the land leased by other immigrants more of their time than their employers thought reasonable. The amalgamation of two or more estates into one large estate, a common occurrence during the last years of the century, reduced the direct personal influence of the manager himself. Managers became accustomed to a high percentage of prosecutions, and the prosecutions by way of warning rose into general favour. The records of the Immigration Department during the last quarter of a century show that successive Immigration Agent-Generals exhorted and circularised managers to trust more to personal influence and less to external coercion. From 1907-08 onward there has been an improvement, and in 1911-12 and 1912-13 a marked improvement, the percentage for these years being 23·8 and 18·3 respectively. During our stay in the colony the Immigrant Agent-General supplied us with information for the year 1912 as to the number of cases on each estate, the percentage to estate population, the results of the cases, and the number of occasions on which each offender was prosecuted. The tabular statement is given as Appendix 9. Three very small estates have abnormally high percentage rates, mainly owing to desertion and absence. One of these no longer employs indentured immigrants. The average earnings of the labourers on the other two stood highest in the colony in the last annual report, and in the case of a very small estate an unusual number of prosecutions in a single year is usually due to a temporary disturbance, while average earnings per day worked throughout the year indicate continuously satisfactory conditions of work. On the large estates the percentage rates vary from 0 to 32 per cent, a high-rate being almost always accompanied by a high proportion of cases withdrawn. The managers urged that recruits in recent years were less willing to work or to obey reasonable orders, and that outside influences were now constantly exciting trouble on estates. We have no means of estimating the force of the first argument. There is some truth in the second. But the prosecution rate began to rise 18 years ago, and though managers are very far indeed from being generally harsh towards their labourers, the majority have developed a wrong sense of proportion in this respect. They also urge here, as in all colonies, that they cannot show high average wages if they are lax about residence or work. But the experience of some estates in this colony, and of many elsewhere, shows that earnings may be kept satisfactorily high without a high rate of prosecutions. It may be conceded that a small percentage of labourers are not merely disinclined to work regularly and dislike a regular routine but are vicious or turbulent or both. But the number of persons prosecuted more than once only slightly exceeds 20 per cent of the total. The cases withdrawn are 32 per cent of the total, these being the cases instituted as warnings.

We think there is clearly room for the exercise both of more patience and of more personal influence. But as this has been urged by the Immigration Department unsuccessfully, we think that as in Trinidad prosecutions should be reduced by requiring managers to obtain previous sanction and by authorising Inspectors to dispose of complaints concurrently with magistrates. We do not believe in the preliminary prosecution for reasons already stated. As regards the persons prosecuted more than twice we have seen and talked with a few and looked into their work records. They were incorrigible vagabonds. The fact that a man can be punished six times in a year indicates that even hardened offenders do not receive maximum sentences. Altogether 462 sentences of imprisonment were inflicted, 439 fines were imposed and in 111 cases costs only were levied. The sentences of imprisonment ranged from 2 days to 3 months, the highest sentence being imposed for habitual idleness which was responsible for 200 out of the 462 sentences of imprisonment. We have already given our reasons for excluding this from the category of offences. In this colony also offenders who fail to pay fines should be sent to a separate place of confinement.

While looking through registers of prosecutions on estates we have seen very few *prima facie* objectionable sentences for first offences. We found one case in which a first offender had been sentenced to two days imprisonment without the option of a fine. The prosecuting manager did not know the reason which induced the Magistrate to pass the sentence. In this colony the decisions of the magistrates are scrutinised by the Attorney-General, and in cases falling under the labour Ordinance it seems desirable to make some provision for scrutiny in all colonies. Magistrates are not selected with reference to their knowledge of Indian immigrants or of the conditions existing on estates, and in any case regular scrutiny obviates many mistakes.

**19. Provisions of the Ordinance.**—The British Guiana Ordinance differs slightly from the Trinidad Ordinance. The modifications proposed in commenting on the latter need not here be repeated. What is undesirable in Trinidad is undesirable in this colony. Some provisions of the British Guiana Ordinance which exhibit less liberality than the Trinidad Ordinance should be amended or abrogated.

Except in crop time, *i.e.*, during such time between February and May as the crop of a particular estate is being cut and removed, a Trinidad labourer who has performed five tasks in a week cannot be compelled to work again during that week. The corresponding section (Section 95) of the British Guiana Ordinance requires the performance of six tasks before a labourer can claim a holiday as of right. As a matter of fact managers do not try to insist on six tasks a week, but it is right that the labourer should be entitled to take a day off if he wishes, when he has done five tasks, provided there is not very urgent need of his services and stoppage of work would not convert a year's profit into a loss. A needlessly restrictive provision is obviously objectionable.

Section 127 of the British Guiana Ordinance authorises a police constable to arrest an immigrant who is suspected of being a deserter or unlawful absentee. It is offensive and in practice useless. The corresponding Trinidad provision was deleted some years ago. When the present Ordinance was passed (1891) a number of the provisions of earlier laws were embodied, this provision being a striking instance. The earlier immigrants sometimes deserted with the object of walking to India overland. There were not then in the colony large Indian settlements and a peripatetic Indian not provided with a pass stood a very good chance of being a deserter. The provision under these circumstances was intelligible. At present the Indian community is the largest of the race divisions in the colony and immigrants include professional men commanding respect by their integrity as well as by their capacity. The section should be deleted and would have been deleted long ago had it been relied on for any other purpose than to justify a police constable in arresting deserters at the instance of responsible persons who identified them.

An 'immigrant' under the Ordinance includes ordinarily the child of an indentured immigrant, and certain restrictive sections are applicable to such 'immigrant'. For instance here, as in Trinidad, an 'immigrant', seeking employment may be required to produce a certificate of exemption

from labour (Section 115), an objectionable restriction in all cases. Some years ago persons professing to be interested in Indians born in the colony introduced into the legislature a Bill to enable all Colonial-born Indians to secure exemption from all provisions of the Ordinance by making a simple declaration. The Government of the Colony thought the measure unnecessary but made no opposition, and the Bill became Ordinance 5 of 1911. [See Appendix 10 (a)]. The bulk of the Indian Community stood aloof from or were hostile to the whole campaign. Two declarations in all had been made up to the time of our visit, though three years previously a good many Indians had signed a petition in favour of the Bill. Of the two declarants one personally visited an Immigration Office within a few weeks to obtain the assistance ungrudgingly given to all 'immigrants' in their private difficulties. The object of this recital is not of course to justify needless restrictions but to show what Indians in British Guiana think of the actual operation of apparently irksome statutory provisions. The whole transaction is a very high compliment to the Immigration Department in British Guiana, which is known to Indian labourers as 'Kráshi', the name being handed down from the time of Mr. Crosby, Immigration Agent-General in the sixties and seventies, who left an organised department zealously careful of the welfare of immigrants.

In the Ordinance of this colony an attempt is made to facilitate the recognition of marriages celebrated by Hindus and Musalmans (other than those born in the colony) according to their own religion. Such marriages are recognised if the bridegroom is above 15 years of age and the bride above 13 years of age, and if the parties obtain a 'no-objection' certificate before the marriage from the Immigration Agent-General (Section 151). Within seven days after the ceremony a certificate signed by the parties, and attested by witnesses 'subject to the same personal law' must be delivered to the Agent-General. If the bride is under 15 years of age, the certificate must include a declaration of consent, signed by the father or, if he is dead, by the mother or the legal guardian. In the case of orphans the consent of the Immigration Agent-General is requisite. If all these technicalities are fulfilled the marriage is registered and a certificate issued. During the last 10 years the marriages registered averaged less than 7 annually. The small number has been attributed to the age restriction, but it does not appear that the explanation rests on carefully ascertained facts. Unregistered marriages are undoubtedly celebrated with all publicity and the exact effect of the age restriction should be a matter of knowledge and not of speculation. The 'no-objection' certificate is not calculated to promote registration, nor is the liability to present a complex certificate attractive. If Hindu priests and Musalman kazis are recognised as marriage officers and parties are required merely to *notify* the Immigration Department and not to obtain a 'no-objection' certificate therefrom, and if the marriage officer is made liable for the submission of formal documents the procedure will present fewer obstacles to illiterate persons. The result of imposing needless obstacles in the way of contracting valid marriages is that people contract invalid marriages. It is quite enough to require reasonable notice to be given, to warn those concerned if a proposed marriage will be invalid or will expose either party to a criminal charge, and to recognise all marriages which are not *prima facie* illegal. If the object is to give women and children the minimum of protection by driving the former into marriages which have no legal validity the present system requires no modification. Though prompted by a desire to give legal recognition to religious marriages the Government of the colony has devised a procedure which in practice frustrates its own aims. The Indian community has manifested no great dissatisfaction because religious marriages are regarded as reputable, whether registered or unregistered, and because no material loss is likely to happen except in cases of intestate succession to valuable property. In the latter case danger is likely to arise only from claimants in India and the risk involved is comparatively small. The Government of the Colony claims no reversionary interest in such cases on the ground that there are no legitimate heirs. Owners of valuable property usually provide for its devolution, and forms of wills are supplied by the Immigration Department to all applicants. The advice or assistance of officers of

the department is frequently taken by immigrants making testamentary arrangements.

**20. Facilities for (a) lodging Complaints, (b) Meeting Friends, (c) Celebrating Festivals.**—(a) The facilities for lodging complaints are satisfactory. The Immigration Agents or Divisional Inspectors visit the estates once a month or oftener. Their offices are conveniently situated on the main roads. Labourers go to them freely and no hindrance is put in the way of an immigrant who wants leave to make a complaint either to an Immigration Agent or to a Magistrate.

(b) The estates in this colony are large settlements of Indians numbering from 400 to 4,000, of whom less than one-fifth are under indenture. Consequently friends can be met in very considerable numbers without leaving the estate. On week ends visits to other estates are frequently made, neither pass nor even oral permission being sought for or required.

(c) The most popular public festivals celebrated by immigrants are the Phagwa or Holi and the Muharram, the manner of celebration being as in an Indian village. The Muharram celebrations are beginning to be less attractive to the better Musalmans and Hindus, the colonial-born Indian and the youthful black being more prominent in the present holiday making which has lost almost all religious significance. Whatever may be wanting in either celebration it is not freedom.

On each estate there is either a temple or a mosque or both, the site being chosen with regard to the worshippers' convenience. Estate material is freely lent or given for buildings, temporary erections, etc. Managers are always asked to be present for a few minutes at some time during formal observances, and if kindly thought for the religious feelings of their labourers constitute any claim they well deserve the invitations. In all Colonies the attitude of managers is commendable, but in British Guiana where an estate is an Indian settlement the active manifestation of good feeling is chronic rather than occasional.

**21. Relations between Employers and Labourers.**—In British Guiana estates are larger than in Trinidad, and in addition to the labourers under indenture there are four times as many labourers who having completed their indentured service are settled on the estates. There are consequently more overseers and more headmen than on an ordinary Trinidad estate. The manager, besides directing the working of the estate, controls a small agricultural community numbering from several hundreds to a few thousands. A managership is reached by selection after long years of training and probation first as an overseer and later as a deputy manager. Having exercised authority over Indian labour for 15 or 20 years in the centre of an Indian community and having been chosen for his general fitness, and not merely technical capacity, he is seldom wanting in knowledge or sympathy. The overseers vary, as in Trinidad, the less competent moving from one estate to another and eventually disappearing. The headmen are usually satisfactory. Complaints of harshness come up from time to time. As one well-grounded complaint means removal and as labourers are not backward about complaining, the fact that complaints are only occasionally made and established is a fair indication that the labourer's interests are well looked after. The British Guiana labourer stands very much on his rights and we think there is a good deal of truth in the claim made in our presence by the attorney of one group of estates that the system makes men of them. He very soon learns that his rights are taken very seriously and that his employer's powers are restricted. In general, relations are friendly but waves of discord intrude on the harmony at intervals. Employers complain that of recent years persons outside the estates have systematically endeavoured to foment disturbances. Here also, the black labourer is jealous of the Indian who is taking root in the land. Some Indians who have arrived in the colony as passengers dislike the Indentured system, purvey journalistic and other literature of an unsettling kind, and conduct an agitation both on and off estates. While we recognise that employers are

embarrassed in this way we think that their only course is to take care that no specific cause of discontent is allowed to arise. Indentured labourers will behave like petulant children one day and express unqualified regret on the next. During the interval they require firm and tactful handling as their agricultural implements are deadly weapons and a crowd of excited labourers may go to dangerous lengths. While we were in this colony a very serious collision occurred on one estate, and was made the subject of a most exhaustive inquiry by a specially appointed stipendiary magistrate. His finding is printed as Appendix 11. Originating in a grievance about special holidays after the crop season the trouble grew until the indentured immigrants, more than 400, refused to work or let others work on the estate, beat and threatened members of the staff, expelled the Acting Immigration Agent-General when he came to inquire, resisted the execution of legal processes, and were finally reduced to submission by a large force of police which fired on a riotous crowd and inflicted fatal injuries on 15 persons. While the immigrants during the transaction committed many acts of illegal violence and were most unfortunate in their adviser or advisers, the finding of the magistrate shows that the action of the estate and public authorities was characterised by legality rather than by sound judgment. It was unfortunate that the manager under whom the trouble arose was compelled by illness to hand over charge to his deputy manager and go away while the excitement was growing. A change of managers is at all times productive of slight unrest on an estate. But apart from this, there was at the outset too much regard for maintaining the legal rights of authority over labourers who honestly believed themselves aggrieved by an ungrateful breach of faith, and later in the face of the excitement caused by this feeling and stimulated by mischievous advice the acts of the authorities were in our opinion an unhappy union of hastiness and indecision until order could be restored only by stern repression. A visit was paid to the estate when the inquiry was practically complete. The labourers were naturally in a very excited state and no little patience was needed to extract clear and definite statements of their grievances. Probably from a consciousness that their actions were legally indefensible they complained about work, wages and prosecutions, and not about the immediate causes of trouble. Work and wages grievances were not real, and the estate had a low record of prosecutions. The intractable attitude of the labourers was by some persons thought to be due to our arrival in the colony while the dispute was pending, and possibly a desire to attract attention may have been included in the motives of the more ardent spirits. Perhaps, also, the facts that, firstly, the local Immigration Agent had newly come to the district and had not had time to acquire the labourers' confidence and secondly, the post of Immigration Agent-General was held by an officer who, though of long experience, was known to be only a temporary officiator, may have weakened their influence with both parties to the dispute. The whole occurrence is most regrettable. It is, however, far from typical of what happens or is likely to happen. As has been above stated relations are usually friendly and labourers habitually look to employers for all kinds of help. Even when they leave an estate to take up land or engage in trade they will turn to their former employer in their difficulties. Labourers who have returned to India and re-emigrate write to their old employer almost as a matter of course asking that he may arrange for their return to his estate. We met one Indian landowner, now a wealthy man, who borrowed from his former employer the capital, many thousands of rupees, needed to launch him on the way to abundant prosperity. Employers ascribe a good deal of the petty trouble on estates to the recruitment of high caste labourers who are troublesome as workers and as residents of the lines. Even those who are disposed to work dislike being treated as workers in the same way as other labourers. High caste labourers have complained to us that caste distinctions received inadequate recognition. In housing labourers, however, distinctions are recognised. Pathan labourers allotted in numbers to an estate are dangerous. The rule as to keeping friends, etc., together in making allotments should in their case be abrogated in the interest both of discipline and of peace among immigrants. A collection of 300 or 400 miscellaneous immigrants is sufficiently inflammable. It must be borne in mind that all internal troubles, intrigues and dissensions tend to manifest themselves in the labourers' attitude to the

employer. A quarrel about a priest or a marriage may culminate in a strike. Sensible managers accept the position and take pains to keep themselves informed not only about tasks or dwellings but about everything that concerns their people. In this colony the orderly room system is general, and attention to sanitary conditions brings managers constantly into the lines. The system of giving out plots and allowing immigrants to keep cattle ensures a good deal of mutual understanding. All good workers are rewarded in this way in the last quarter of their indentured service.

The stringent orders prohibiting officers of estates from having immoral relations with any Indian women, wherever residing, led to serious consequences in two cases in the last decade. In the first, a complaint against an overseer of keeping an Indian woman was referred by the Agent-General to the manager of the estate. The latter questioned the overseer, recorded his denial, and reported the fact. Further inquiry by the Immigration Department established the truth of the complaint. The overseer kept a woman in a neighbouring village. He was of course dismissed promptly. The conduct of the manager was reported to the Governor. This manager had once previously been censured for want of personal interest in the condition of indentured immigrants, an outbreak of sickness on the estate being attributed to impure water and general neglect. The Governor required the owners of the estate to remove the manager, and after an unsuccessful effort to obtain an injunction from the Chief Justice and an animated debate in the Court of Policy, the manager was eventually relieved and left the colony. Five years later in 1909 an overseer who had been dismissed from an estate for immoral relations with an Indian woman was employed on another estate. His former manager communicated the facts to the Immigration Department and for this conscientious act was cast in heavy damages in a libel case, the communication not being legally privileged. The attitude of the Immigration Department and of employers generally towards irregularities of this kind is free from all weakness. But for the high record of prosecutions the relations of employers and labourers might have been described as generally satisfactory. We are convinced that the prosecutions can be reduced as recommended earlier in our report.

**22. Repatriation.**—The same shipping firm executes the contracts for carrying emigrants between India and all British Colonies, and the general rules regarding return passages and the arrangements for despatch are practically identical in Trinidad, British Guiana, and Jamaica. In Appendix 12 are given particulars of emigrants repatriated since 1890, and of money and valuables taken with them. While the numbers have decreased in recent years the average value of cash and jewellery taken back has noticeably increased. It will be seen that the number of free passages given to paupers and infirm persons has decreased in recent years, while the substitution of assisted for free passages in the case of persons emigrating since 1898 might have been expected to cause an increase. Those who were formerly granted passages as paupers were in fact merely exempted from the payment for clothing on the voyage. The Colony was willing to meet this expense in each of several return ships sailing in a single year as accommodation which would otherwise have remained vacant could easily be allotted to applicants up to the last moment. It is desirable to repatriate infirm persons who have no relatives and who wish to return. When the available accommodation, after providing for the passages of those legally entitled to return passages, is known each inspector or divisional agent might be allotted a number of pauper passages, for which he would be prepared immediately to nominate recipients. Complaints made to us regarding passages referred to the lengthy notice required to be given by intending passengers. The period is no longer than is required to enable the Immigration Department to make the necessary arrangements. We consider the repatriation arrangements are satisfactory and wish only to offer the suggestion above made regarding compassionate passages.

**23. Staff of the Immigration Department.**—The Immigration Agent-General is assisted by a Senior Immigration Agent, who does duty at headquarters, and four agents in charge of districts. There are also five graded clerks, a clerical assistant, and two interpreters. The superior staff is strong

enough, but has of recent years suffered from frequent changes. The salary of the Immigration Agent-General which was formerly £1,500 per annum is now £800 while that of the Senior Immigration Agent has been reduced from £600 to £500. The local agents receive salaries of £400 as formerly. It is not easy for strangers with a few weeks' experience of the colony to make confident recommendations regarding the salaries which must be paid to attract and retain competent incumbents of public offices. We think, however, that the salary now paid to the Immigration Agent-General may have to be increased, more especially as we recommend that he be invested hereafter with quasi-judicial authority and that changes involving closer supervision of estate management be introduced. Even under existing conditions his responsibilities are considerable. The efficient discharge of his duties calls for not merely conscientious and intelligent industry but cool and sound judgment, independence of character, tact, administrative experience, and a knowledge of the language, customs, sentiments, and temperament of Indian immigrants. Though the number of indentured immigrants is now little more than one half the number employed on estates sixteen years ago, the duties of the Immigration Agent-General have by no means been reduced proportionately. The Ordinance recognises the Immigration Agent-General as secretary to the Governor for Immigration matters. His pay is that of a senior magistrate or of the head of a department engaged on executive work. The incident at the Rose Hall estate during our visit to the colony is only an exaggerated example of the kind of emergency with which this officer must be prepared to deal at any time. His power of dealing with emergencies will depend largely on the influence he inspires by his personal character and his thorough understanding of his duties. Unless the pay is considerably enhanced men with the requisite qualifications will not seek to retain the appointment. For an efficient officer a salary of £1,000 to £1,200 does not seem excessive. It may be necessary at any time to attract a suitable man from another colony or even from India.

The appointment of other officers of the department must doubtless be made by the Governor of the Colony, but it is obvious that the Immigration Agent-General's recommendations should carry much weight. The amalgamation of posts in this department with those of other departments for the purpose of promoting junior officers would, we think, be hazardous. The impression we formed after visiting all Colonies was that divisional agents or inspectors selected from the estate overseers, with or without a short official training under the immediate control of the head of this department, were likely to prove efficient. An acquaintance with routine office methods is of less importance than a thorough knowledge of life and work on estates and a capacity to form equitable judgments without delay or indecision. Of course we do not suggest this as the only source of recruitment. Salaries subject to periodic increments would appear to be more suitable than fixed salaries, if officers are to remain in the department and not look for promotion elsewhere when their special experience and personal influence should not be dispensed with lightly. Possibly salaries rising from £300 to £450, with a charge allowance of £150 in the case of the agent or inspector selected for headquarters duty would be suitable.

Inspection work in this Colony was performed systematically and thoroughly. The permanent incumbent of the post of Agent-General, recently appointed, was temporarily on deputation. We were fortunate in meeting his predecessor who after his retirement paid a visit to the colony. The acting Immigration Agent-General was an officer of long experience as an immigration agent and wished to retire when the exigencies of the public service rendered it necessary to place him temporarily in charge of the department. The methods and tradition of the Immigration Department in this colony are alike praiseworthy, and it would be unfortunate if its efficiency were endangered by ignoring the special qualifications required in the higher officers.

It may be noted here that while in all Colonies officers of the Immigration Department concern themselves with Indian orphans and send to public orphanages children whom no Indian will adopt, the district Agents in British Guiana are required to see each adopted orphan once a quarter and submit a

special quarterly report. The duty is laborious and the need for exercising tact in its performance is recognised. Where children have a value as wage earners this tactful supervision is commendable and does not in practice deter childless couples from regarding the care of an orphan as an honourable trust.

**24. Free Indians.**—The Indian immigrants and their descendants enter into all professions and occupations. About one half of the total number remain on estates cultivating plots of land and working for wages. A specimen of a typical form of lease entered into by labourer-cultivators is given at Appendix 13. Many Indians have bought land from private owners, and a few grants of Crown lands are annually made. A reference to Appendix 17 will show that the assessed value of landed property now held by Indians is nearly one million dollars or thirty lakhs of rupees. In five localities the Government of the Colony organised regular settlements of Indians, the original object in view being to reduce the liability for return passages. But after a short time it was recognized that it was more desirable to secure the best settlers apart from their claims to passages. The Indian population of these settlements in 1911 was as shown in the margin\*. We visited Nos. 1 and 2. Of the former nearly one-half, and of the latter nearly one quarter were non-Indian cultivators. The occupants in the three remaining settlements were almost

*1. Hulst' Dieren	...	354
2. Helena	...	1,411
3. Whim	...	493
4. Bush Lot	...	622
5. Maria's Pleasure	...	223

solely Indians. None of these settlements seems to have been quite successful, and various reasons have been assigned for the vicissitudes which marked their history. We are inclined to think that both the planning and the execution of the schemes were defective. The arrangements for the supply of irrigation water and the maintenance of a drainage system were inadequate and unsuitable. The settlements were converted into 'sanitary districts' for the purpose of local administration before their permanence as agricultural settlements was reasonably assured. In making the assignments all manner of calculations about women and children entered into the acreage grants. One authority after another was placed in charge of the settlements, which are now supervised by the Board of Health. Besides these Government settlements of which two were visited, there are large and small settlements which have grown up along the creeks and rivers. We visited two of these, one at Mahaicony and one at Cotton Tree, and found solidly prosperous landowners at the former. They complained of thefts of produce and cattle, and some paid high rates of interest for temporary loans. The Cotton Tree settlers were comfortably off but wanted a better irrigation supply to render their lands independent of rainfall fluctuations. They were willing to pay down a considerable sum if they could in this way obtain a larger and more secure return from their holdings.

The Indians not engaged in cultivation as owners, lessees, and labourers are employed in a variety of pursuits. There are a good number of day labourers in the towns. Government works alone give steady employment to between 410 and 500 on daily wages of from one rupee to two rupees. Mechanics, clerks, small shopkeepers, postmasters, male nurses or dispensers, earn from one to two pounds weekly. There are a few wealthy merchants, and professional men include a barrister, two solicitors, and four qualified medical practitioners, of whom one is a Government medical officer. The following statistics regarding licenses issued under the general law to Indians in the last year throw some light on the occupations of those engaged in non-agricultural pursuits :—

Horse and mule carts	...	68	Druggists shops	...	47
Donkey carts	...	1,609	Cook shops	...	43
Hucksters	...	1,529	Stores	...	82
Pawnbrokers	...	15	Wine and liquor shops	...	120
River and sea craft	...	833	Opium and ganja	...	23
Spirit shops	...	9	Tobacco and liquor shops	...	535
Provision shops	...	542	Carriages, 4 wheels, for hire	...	107
Butcher's shops	...	66	Carriages, 2 wheels, for hire	...	9
Horses or mules, for hire	...	...	...	...	298



Subordinate Government servants number about one hundred, of whom one-fourth are interpreters and one-fourth are non-commissioned officers or constables of police. We saw two rice mills owned by Indians who had arrived as indentured immigrants, and there are doubtless others. The community is growing in numbers, wealth, and influence. In non-agricultural pursuits they may be trusted to make steady progress.

We think that, though private land suitable for immediate cultivation is on the market, further efforts should be made to provide Crown lands and that the occupants should be selected by the officers of the Immigration Department. What seems to be needed is that Government should not merely survey and sell land but manage land settlements. Very little land in this colony can be occupied unless it is properly drained and irrigated. Holders of small allotments cannot be expected to combine to construct or maintain irrigation dams and channels and drainage systems. If a rent of about three dollars per acre were permanently reserved, a junior Government Engineer should be able with a very small staff to lay out new settlements and maintain main dams and channels without any direct loss but with much indirect profit to the colony. The produce of an average acre of rice land may be taken at seven pounds ten shillings (Rs. 112½) in value. Coffee, limes, and provisions are profitable crops, and in some parts cacao and coconuts give good returns. There is unlimited land available. Rents under private leases frequently amount to six dollars an acre. If three dollars (nine rupees six annas) an acre are charged for drained and irrigated land in lots of 5 to 10 acres the allotments should be popular and can be made with discrimination. The system would be more acceptable if only one consolidated annual payment was required, and it should be easy to arrange that any percentage of the rent should be assigned to the local authority which dealt with roads and sanitation. A book transaction at the Treasury is preferable to a multiplicity of demands, especially of fluctuating demands. We strongly recommend that the irrigation and drainage of the land as agricultural land be maintained by Government. The system of taking a small occupancy price and letting the settlers, with or without the aid of any Board, make the best of their bargain does not tend to steady and successful colonisation. The immigrants want to occupy land, and all that is needed is to adapt the conditions of occupation to their requirements. The Crown Lands Department seems to need a settlement branch. If colonisation and settlement operations are relegated to local bodies which are regarded by the settlers as tax-collecting agencies with meddling underlings it is doubtful if the demand for land will be adequately met. We recommend that Government should have ready for assignment from one thousand to fifteen hundred acres yearly. The land need not of course be cleared for cultivation, and if the occupant cannot obtain a normal yield for a year or two the recovery of full rent might be postponed in the interval. We think that all settlers on land would derive benefit from the establishment of Co-operative Credit Societies subject, as in India, to official audit and supervision.

Appendix 14 also contains information as to remittances, deposits, etc., of Indians since 1890, when Surgeon Major Comyns visited the colony. The growth of the area under rice cultivation, which is practically confined to Indians, is interesting. In 1899, more than 11,000 tons of rice were imported. Twelve years later the import was 354 tons, and the exports had risen to 300 tons in 1912.

Although Indians are under no political disability they have hitherto taken little interest in public affairs. In the Court of Policy or legislative assembly of the colony half the members are elected. In the combined Court, consisting of the Court of Policy and six additional members who jointly control all financial matters, nearly two-thirds are elected. The elected members are returned by voters possessed of certain property qualifications. Less than six per cent. of the Indian population are on the voters' list, though a much larger number must be qualified. In some cases ignorance of English, *i.e.*, the language of public discussion, and possibly even the fact that voting papers are printed in English, deters qualified persons from seeking registration. It is also probable that the presence of the Immigration Agent-General on both Councils induces a disinclination to active participation in local politics. That

officer undoubtedly watches over the interests of Indian immigrants. However, the percentage of Indian voters to population is increasing, even though slowly, and in some electoral divisions they are now strong enough to make their influence felt. In municipal matters a little more interest is evinced. In New Amsterdam, the second town of the colony, an Indian gentleman, by profession a solicitor, was recently elected as mayor and was universally recognised to have merited the distinction. He was, however, unsuccessful in a contest for a seat in the Court of Policy. There need be no doubt that when the interests of the Indian community indicate the need for political activity they will avail themselves more fully of the rights which they enjoy.

**25. Education.**—In British Guiana almost all the primary schools are aided schools under denominational control but are open to all comers under the protection of a conscience clause. Near all estates and actually on the majority of estates schools were established. The total number of Indian children enrolled on school registers was 6,570, and judging from the estimated attendance of children living on estates only about one-third of the Indian children of a school-going age attend regularly. Probably the principal cause of abstention is that children of 7 years and upwards can earn money by cutting grass, herding cattle, or doing light field work. But other recognised reasons are the dislike of parents to sending children to a denominational school under any conditions, and the greater dislike to sending girl children to schools under a male Creole teacher. Though a local Ordinance compels parents to send children to school, the existence of these two reasons causes educational authorities to apply compulsion discreetly. Nevertheless, in addition to a liberal issue of cautions, hundreds of complaints, ending in the imposition of fines aggregating to a few hundred rupees, are filed annually. Well-to-do Indians in towns send their children to school regularly. Day-labourers like their children to work. In other classes individuals vary in their attitude, apathy being more usual than zealous appreciation of the value of education. Indifference is possibly strengthened by the fact that English is the medium of instruction. Parents contemplating return to India do not want their children to learn English. But for the children who remain in the colony, that is the majority, it is undoubtedly best that they should be taught English. It is difficult to suggest a practical remedy. We cannot recommend that other sections of the community pay for public schools. The managers of aided schools cannot be compelled though they might be induced by grants to appoint Indian teachers or to substitute school mistresses for male teachers. If the Indian community would imitate the other communities in organising aided schools in rural areas they might have their own masters and teach both Hindustani and English. But the educated and well-to-do members of the community do not seem disposed to exert themselves or make sacrifices for their poor compatriots in rural areas. The most hopeful means of effecting an immediate improvement would be the allotment of grants for the teaching of Hindustani by teachers who would necessarily be Indians. A corrupt form of Hindustani is the language used by the great majority in their homes. A single teacher might give instruction in two or three schools in localities where Indians were numerous. The supervision of this tuition need not long remain a difficulty. In a few schools established by the Canadian Presbyterian Mission Hindustani is taught. Although the Indian community may be unwilling to undertake the establishment of aided schools all over the colony it is not only possible but probable that some of them would assist in establishing a few experimental rural schools. It would be easier to apply compulsion if the hours of instruction and the subjects were adapted both to the needs of children, of whom the great majority will live by manual labour on the land, and to the difficulties of their parents. Some estates which assist in providing sites or buildings would probably help in the establishment of special schools. There seems to be a body of opinion in the Colony which doubts the suitability of the existing school for all purposes. What seems to be wanted is a type of school which would compress an elementary course of education into five years after the infant stage and restrict the ordinary hours of tuition of children over eight years of age to the forenoon. Probably the boy who has spent most of his afternoons in doing light work would develop into as intelligent and self-

reliant a man as the boy who had the benefit of a longer and more thoroughly academic primary education, with its tendency to manufacture clerks and shop assistants far in excess of the demand. Poor parents would require much less compulsion to send their children to such a school.

Children of well-to-do Indians attend the Queen's College in Georgetown. The community enjoys the same facilities for obtaining secondary or higher education as any other section of the community. The number of students has hitherto been small but it is the demand for higher education and not the opportunity which is lacking.

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## APPENDIX 7.

## SURGEON GENERAL'S OFFICE.

GEORGETOWN, DEMERARA.

7th February 1913.

**Memorandum.**

WITH REGARD TO THE MEDICAL SERVICE OF BRITISH GUIANA, MORE ESPECIALLY WITH REFERENCE TO IMMIGRATION.

*Composition of Medical Service Ordinance No. 5 of 1886.*

Surgeon General.

2 Bacteriologists and Health Officers for the Colony, 36 Government Medical Officers.

The Surgeon General is Head of the Medical Service, and subject to the authority of the Governor, has the general control and direction of all:—

- (a) Public Hospitals and Asylums.
- (b) Hospitals and Infirmaries attached to any Prison or Public Institution.
- (c) Medical Officers of the Medical Service.

*Medical Districts.*

The settled part of the Colony is divided into Medical Districts with defined boundaries, *Vide* Table I. and to each a Medical Officer is assigned.

In each District, with the exception of Mahaicony, Bartica, North-Western, and Pomeroon, there are a varying number of Sugar Estates.

Each Sugar Estate on which there are Indentured Immigrants is obliged to provide and maintain a Hospital. Section 75, of Ordinance 18 of 1891.

It will be seen from the attached Table that on the following Sugar Estates where there are no Indentured Immigrants Hospitals are also maintained— Table I.

Vryheid's Lust.  
Houston.  
Schoon Ord.  
Tuschen.

In addition to the duties imposed on the Medical Officers under the Immigration Ordinance they have to attend Paupers, Police, Prison Warders and Prisoners, free, and the general Public in their Districts in accordance with a prescribed tariff. *Vide* Regulations relating to the Professional Services of Government Medical Officers in Country Districts.

The following is a brief description of the powers, functions and duties of the Surgeon General, Employers and Managers, Medical Inspector, and Medical Officers under the Immigration Ordinance No. 18 of 1891:—

*The Surgeon General.*

The Surgeon General can visit and inspect any Plantation on which there are Immigrants. Section 12.

The Surgeon General can make Regulations for the management of Estates Hospitals. Section 79.  
*Vide* Regulations for the proper management of certified Hospitals on Estates.

*Employers and Managers.*

The Employer is required—

- (a) Before any Immigrants are delivered to the Estate, to furnish to the Immigration Agent General the particulars of the dwellings, called locally ranges, which he proposes to assign to such Immigrants. The Medical Officer of the District is then required to report as to the fitness of the dwellings for occupation. Section 64.  
Forms I.
- (b) To keep all dwellings occupied by indentured Immigrants in good repair and the roofs water-tight, and also to keep the yards, grounds, and drains in good order. Section 65.

- Section 71. (c) To provide Immigrants for the first three months of their indenture with rations in accordance with an approved scale. He may, week by week, deduct a stated sum for such rations, but the sum, if not deducted at the end of the week from earnings, cannot be deducted for that week in any subsequent week.
- Section 80. (d) To keep the Hospital properly furnished with beds, utensils, medicines, etc., in accordance with the Hospital Regulations.
- Section 81. (e) To employ such assistants as may be necessary for the Hospital.
- The Manager is required—
- Section 67. (a) To keep a Register of all Dwellings assigned to indentured Immigrants and to enter the names of the Immigrants occupying them.
- Section 72. (b) To keep a Muster-Roll of all Immigrants who have been allotted to the Estate within the next preceding twelve months.

*The Medical Inspector.*

Section 18. The separate Office of Medical Inspector was abolished by Ordinance No. 3 of 1912, but the powers, functions, and duties were retained and transferred to the Surgeon General who is authorised to appoint any Government Medical Officer to exercise any or all of the powers, functions, and duties of the Medical Inspector.

It will be seen that it is not intended to in any way abolish the supervision exercised by the Medical Inspector, but on account of the enormous reduction of Hospitals by the amalgamation of smaller estates, the employment of a separate officer was no longer considered necessary.

The Medical Inspector—

- Section 14. (a) Visits, once at least in every six months, every plantation on which there are Indentured Immigrants. At such visits he inspects the Hospital, Dwellings, Yards, and Grounds, and reports to the Surgeon General in duplicate, of which a copy is sent to the Immigration Agent General.
- Form 2.
- Sections 45, 46 and 207. (b) On the arrival of any ship having Immigrants on board, and on the departure of any ship with return Immigrants, assists in the inspection of the ship and Immigrants.
- Section 51. (c) Assists in classifying all Immigrants on arrival by distinguishing those who are not able-bodied, and not capable of performing service as an agricultural labourer.
- Section 66. (d) Has to decide if any dwelling is unfit for habitation and also the number of Immigrants that can be placed in each separate apartment over and above that allowed by this Section.
- Section 67. (e) Has free access to the Register of Dwellings required to be kept by each manager and is required to mark such dwellings as he may consider as unfit for habitation, and report to the Surgeon General such requisitions as may be necessary for ensuring their fitness.
- Section 68. (f) Assists in making Regulations with regard to dwellings.  
*Vide Regulations in respect of Dwellings of Sugar Plantations.*
- Section 76. (g) Before any new Hospital is erected inspects site and plans.
- Sections 87-89. Whenever he considers it necessary to make any requisition with regard to the Hospital such requisition is made in the Hospital Register. The employer may appeal to the Surgeon General whose decision is final subject to the approval of the Governor.

*Government Medical Officers.*

Every Medical officer—

- Section 15. (a) Who is assigned the charge of a Medical District, is *ipso facto* the Medical Attendant of the Estates' Hospitals in the District.
- Section 88. (b) Is required to visit each hospital at least once in every forty-eight hours, and oftener if necessary.
- Forms 3, 4 and 5. Submits once a week a report to the Surgeon General showing the date and time of each visit, and the number of patients admitted, discharged or died, and the number of out-patients treated.
- In the case of the death of an immigrant he has to submit a special report to the Surgeon General, and if a post-mortem examination is made a further report.
- Sections 85 and 81. (c) Has complete charge of the Hospital and is responsible that the equipment is kept up in proper order and that the food and medicines are sufficient and of

good quality. He can, in addition to the authorised staff, require such additional assistants as may be necessary for the proper care of the patients. While he cannot discharge anyone employed at the Hospital, he can report to the Surgeon General any employee whom he considers unfit to be employed. As a matter of fact the Manager usually at once complies with any such request made by the Medical Officer to him.

- (d) Enters in the case book the name and disease of each patient, whether to be treated as an In or Out-patient with the remedies, diet, stimulants and extras ordered by him. Sections 83 and 84.

It is worthy of note that with regard to free treatment no distinction is made between the indentured and the resident free Immigrants.

- (e) May make such requisitions as he considers necessary with regard to the Hospital in the Hospital Register. The employer may appeal to the Surgeon General with regard to any requisition, but this is very rare—I cannot call to mind two appeals in the last ten years. Sections 87 and 88.
- (f) May require serious cases to be removed to one of the Public Hospitals, and, if an Indentured Immigrant, the Estate has to pay 25 cents a day for each day such immigrant remains in such Hospital, and in case of death, the cost of the burial of such immigrant. Section 86.
- (g) Has to report to the Surgeon General whenever the accommodation afforded in any certified Hospital falls short of that required by Section 75, or if any Hospital is unfitted for any reason to be used as such. Section 78.
- (h) Has to examine all Indentured Immigrants once every month for the first twelve months of their indenture. Section 72.  
Form 6.
- (i) May order that any Indentured Immigrant be placed in receipt of daily rations, such order to hold good for no longer than six months, but can be renewed. During such time the Immigrant is placed on what is called the "Invalid List" and is not to be considered able-bodied. These are always reported on the Weekly Report (*Vide* Form 4). Section 73.
- (j) Has to report once a month on the dwellings, yards, grounds, hospital, etc. Section 83.  
Form 7.
- (k) Is required to attend every Magistrate's Court and examine every Indentured Immigrant summoned or in the lock-up and certify if such immigrant is fit to undergo his trial and punishment if convicted.

The Jail Surgeons also submit a return showing the state of health of each Indentured Immigrant admitted to the Jail. Form 8.

#### *General Remarks.*

For several years the two diseases of Malarial Fever and Ankylostomiasis have received special attention with most gratifying results. The steps taken for the diminution of Malarial Fever have been (a) the abolition of mosquito-breeding grounds, such as the cleaning of drains, clearing away of bottles, tins, and other small receptacles that hold water; the cleaning of the yards of bush and long grass; the screening of water barrels, tanks and other receptacles for storing drinking water; and the free distribution of Quinine to all labourers and children on the Estates.

From the special report it will be seen that the number of cases of Malarial Fever has been reduced from 33,748 in 1906-1907 to 15,169 in 1911-1912.

*Vide* Report of the Surgeon General dealing with Malaria and Anti-Malarial Measures.

With regard to Ankylostomiasis the principal steps taken were (a) the erection of latrines, (b) the examination of the stools of all suspected cases, and their treatment.

The Medical Officers are required to examine the stools of all newly allotted Immigrants to ascertain if they are suffering from Ankylostomiasis or Ankylostome Infection. In like manner they also examine the stools of suspected cases which come under their observation. The results of these inspections are forwarded to the Surgeon General. *Vide* Form 9.

The results have been excellent, but while I cannot quote reliable figures, yet all the Medical Officers report on the large diminution of the cases and the almost complete disappearance of those hopeless chronic cases which were so common a few years ago.

In connection with these two diseases, I attach copy of a report for the year 1911-1912 by Dr. Ferguson of the Peter's Hall District.

Dr. Ferguson's report on the Peter's Hall District, 1911-1912.

The drinking water question has for a considerable time occupied our attention, but the question is a difficult one to solve, *i.e.*, of providing an absolutely pure supply.

The usual method is to set aside ponds for the storage of the water. The whole question has been under the consideration of the Bacteriological Department; many analyses have been made, but more have to be done. The practical steps taken so far have been—

- (a) To protect existing supplies by erecting fences and banking up the sides to prevent fouling by surface drainage and animals;

- (b) The making of new ponds where existing ones were obviously bad and could not be protected.
- (c) The erection of concrete tanks or old iron boilers and collecting the water from the roof of the factory or the ranges.
- (d) The erection of concrete tanks, pumping in the Conservancy water and purifying the water by chlorinated lime.

We are rapidly collecting valuable data and I trust that in the near future we shall have devised means of providing a greatly improved supply.

The attached Tables III, IV and V dealing with Vital Statistics for the last five years are interesting and instructive.

*Tables III and IV.*—It will be seen that the East Indian Birth Rate has increased from 24.3 per 1,000 in 1907 to 26.0 in 1911, and the Death Rate has fallen from 41.3 to 32.1. The Birth Rate for the Colony generally is practically what it was five years ago, but the Death Rate has fallen from 36.9 per 1,000 in 1907 to 31.7 in 1911.

With reference to the East Indian Birth Rate special attention is called to the large preponderance of males over females. The mean for the last five years being 1,329 males to 1,000 females.

In the general population, which includes of course East Indians, the proportion is 1,080 males to 1,000 females. Excluding East Indians there is a preponderance of females over males, the proportion being 936 males to 1,000 females. The result is that the Birth Rate is considerably higher. Amongst the Indentured Immigrants the proportion is 2,503 males to 1,000 females.

*Table V.*—Shows the Birth and Death Rates of East Indians on the Sugar Estates.

The Birth Rates are given for Indentured and Unindentured together. It will be seen that the Birth Rate has increased from 21.0 per 1,000 in 1907-08 to 27.6 in 1911-12 and the Death Rate has decreased from 33.1 per 1,000 to 25.1 for the same periods.

It is very difficult to get the correct figures as regard the Birth Rate amongst indentured Immigrants alone, as there are many cases in which one or other of the parents are unindentured.

The Death Rate amongst the Indentured shows a slight reduction from 18.3 per 1,000 in 1907-08 to 17.7 in 1911-12. While amongst the unindentured it has fallen from 35.6 in 1907-08 to 26.4 in 1911-12.

*Table VI.*—Shows the Death Rate from bowel complaints which are to a large extent water-borne diseases. It is gratifying to note that they show a tendency to come down, and a further improvement may be expected with an improved drinking water supply.

J. E. GODFREY,

*Surgeon General.*

APPENDIX 7—*contd.*

Table I.

Showing—

- (1) the name of each Medical District ;  
 (2) the name of each Sugar Estate ;  
 (3) whether there are any resident Indentured Immigrants ; and  
 (4) the Hospital accommodation.

1	2	3	4
Name of Medical District.	Name of Sugar Estates.	If there are any Indentured Immigrants.	Hospital Accommodation.
I.—Skeldon ... ..	1. Skeldon ... ..	Yes ... ..	70
	2. Springlands ... ..	Yes ... ..	34
II.—Port Mourant ... ..	1. Port Mourant ... ..	Yes ... ..	75
	2. Albion ... ..	Yes ... ..	102
III.—Canje-Highbury ... ..	1. Rose Hall ... ..	Yes ... ..	81
	2. Providence ... ..	Yes ... ..	50
	3. Friends ... ..	Yes ... ..	68
IV.—Mara ... ..	1. Mara ... ..	Yes ... ..	72
V.—Cotton Tree ... ..	1. Blairmont ... ..	Yes ... ..	59
	2. Bath ... ..	Yes ... ..	65
VI.—Mahaica ... ..	1. Cane Grove ... ..	Yes ... ..	56
VII.—Enmore ... ..	1. Cove and John ... ..	Yes ... ..	30
	2. Hope ... ..	Yes ... ..	38
	3. Enmore ... ..	Yes ... ..	55
	4. Nonpareil ... ..	Yes ... ..	107
VIII.—Buxton ... ..	1. Lusignan ... ..	Yes ... ..	96
	2. Mon Repos ... ..	Yes ... ..	54
	3. La Bonne Intention ... ..	Yes ... ..	86
IX.—Plaisance ... ..	1. Success ... ..	Yes ... ..	50
	2. Vryheid's Lust ... ..	No ... ..	52
	3. Ogle ... ..	Yes ... ..	60
X.—Peter's Hall ... ..	1. Diamond ... ..	Yes ... ..	96
	2. Farm ... ..	Yes ... ..	55
	3. Providence ... ..	Yes ... ..	73
	4. Houston ... ..	No ... ..	78
XI.—Belle Vue ... ..	1. Wales ... ..	Yes ... ..	100
	2. Nismes ... ..	Yes ... ..	47
	3. Schoon Ord ... ..	No ... ..	59
	4. Versailles ... ..	Yes ... ..	89
XII.—Leonora ... ..	1. Leonora ... ..	Yes ... ..	104
XIII.—Philadelphia-Leguan ... ..	1. Uitvlugt ... ..	Yes ... ..	82
	2. De Kinderen ... ..	Yes ... ..	45
	3. Tusohen ... ..	No ... ..	61
XIV.—Wakernaam ... ..	1. Marionville ... ..	Yes ... ..	44
XV.—Suddie ... ..	1. Golden Fleece ... ..	Yes ... ..	62
XVI.—Anna Regina ... ..	1. Anna Regina ... ..	Yes ... ..	54
	2. Hampton Court ... ..	Yes ... ..	70



APPENDIX 7—*contd.*

Table II.

ANNUAL ESTIMATES..... EAST INDIAN POPULATION.

1				2			
Registrar-General's Estimates.				Immigration Agent-General's Estimates.			
1907	...	...	127,326	1907-08	...	...	132,850
1908	...	...	126,944	1908-09	...	...	132,021
1909	...	...	127,608	1909-10	...	...	133,585
1910	...	...	126,148	1910-11	...	...	132,984
1911 (Census)	...	...	126,166	1911-12	...	...	126,938

Table III.

Showing—

- (a) The Birth and Death Rates amongst the East Indians of this Colony, for the period 1st January 1907 to 31st December 1911, with numbers of births and deaths returned.
- (b) The General Birth and Death Rates for the Colony, with numbers of births and deaths returned.
- (c) The Birth and Death Rates amongst those Races other than East Indian, with numbers of births and deaths returned.

Each Birth or Death Rate is calculated per 1,000 of the estimated population for each year.

1 Year.	2 EAST INDIANS.				3 GENERAL.				4 RACES OTHER THAN EAST INDIAN.				
	No. of Births.	Birth Rate.	No. of Deaths.	Death Rate.	No. of Births.	Birth Rate.	No. of Deaths.	Death Rate.	No. of Births.	Birth Rate.	No. of Deaths.	Death Rate.	
	1907	...	8,105	24.3	5,259	41.3	8,606	28.3	11,262	86.9	5,501	31.0	6,003
1908	...	8,099	24.4	4,144	32.6	8,299	27.3	9,331	80.8	5,200	29.4	5,237	29.6
1909	...	8,523	27.6	4,294	33.7	8,947	29.3	9,367	80.0	5,424	30.6	5,073	28.6
1910	...	8,075	24.4	4,747	37.6	8,332	27.5	10,424	84.4	5,257	29.7	5,677	32.0
1911	...	8,276	26.0	4,048	32.1	8,530	28.8	9,385	81.7	5,254	31.0	5,337	31.5

APPENDIX 7—contd.

Table IV.

SHOWING THE PROPORTION OF MALES AND FEMALES FOR THE PERIOD 1st JANUARY 1907 TO 31st DECEMBER 1911 AS REGARDS—

- (a) The general population.
- (b) The East Indian Race.
- (c) Indentured East Indians.
- (d) Races other than East Indian.

1				2			3			4	5			6	7		
				GENERAL POPULATION.			EAST INDIANS.				INDENTURED EAST INDIANS.				RACES OTHER THAN EAST INDIAN.		
Year.				Males.	Females.	Proportion of Males to 1,000 Females.	Males.	Females.	Proportion of Males to 1,000 Females.	Year.	Males.	Females.	Proportion of Males to 1,000 Females.	Year.	Males.	Females.	Proportion of Males to 1,000 Females.
1907	...	...	...	158,847	145,702	1,090	72,753	54,573	1,333	1907-08	6,923	2,861	2,419	1907	86,094	91,129	944
1908	...	...	...	158,156	145,940	1,083	72,182	54,732	1,318	1908-09	6,846	2,527	2,511	1908	85,974	91,173	942
1909	...	...	...	158,435	146,662	1,080	72,416	55,190	1,312	1909-10	7,126	2,842	2,507	1909	86,019	91,472	940
1910	...	...	...	156,944	146,360	1,073	71,236	54,912	1,327	1910-11	6,824	2,736	2,484	1910	85,708	91,348	938
1911	...	...	...	158,411	142,873	1,078	72,666	58,500	1,358	1911-12	6,589	2,552	2,582	1911	80,745	88,873	908

## APPENDIX 7—contd.

Table V.

SHOWING THE BIRTH AND DEATH RATES PER 1,000 AMONGST THE INDENTURED AND UNIDENTURED EAST INDIANS ON THE ESTATES OF THE COLONY, FOR EACH YEAR FROM 1907-08 TO 1911-12.

1 Year.	2 East Indian Population on Estates.	3 Indentured East Indian Population on Estates.	4 Free East Indian Population on Estates.	5 Indentured and Un-indentured East Indians on the Estates of the Colony.		6 Indentured East Indians on Estates.	7 Unindentured East Indians on Estates.
				Birth Rate.	Death Rate.	Death Rate.	Death Rate.
1907-08 ...	69,149	9,784	59,365	21.0	33.1	18.3	35.6
1908-09 ...	62,643	8,873	53,970	27.3	30.6	21.1	32.1
1909-10 ...	62,369	9,968	52,401	29.1	32.4	14.6	35.8
1910-11 ...	62,197	9,560	52,637	24.3	31.2	18.6	33.5
1911-12 ...	63,945	9,141	54,804	27.6	25.1	17.7	26.4

Table VI.

SHOWING THE NUMBER OF DEATHS, AND THE DEATH RATES PER 1,000 OF THE ESTIMATED POPULATION FROM BOWEL COMPLAINTS (INCLUDING DYSENTERY, DIARRHOEA AND ENTERITIS) FOR—

- (a) East Indians on Estates ;  
 (b) General population ; and  
 (c) General population, exclusive of East Indians.

1 EAST INDIANS ON ESTATES.				2 GENERAL POPULATION.			3 GENERAL POPULATION EXCLUSIVE OF EAST INDIANS.	
Year.	Cases.	No. of Deaths.	Death Rate.	Year.	No. of Deaths.	Death Rate.	No. of Deaths.	Death Rate.
1907-08 ...	4,728	301	4.4	1907	1,615	5.8	756	4.2
1908-09 ...	2,960	213	3.4	1908	1,073	3.5	529	2.9
1909-10 ...	3,139	196	3.1	1909	1,000	3.2	507	2.8
1910-11 ...	2,453	196	3.2	1910	1,187	3.9	587	3.9
1911-12 ...	2,995	212	3.1	1911	1,252	4.2	686	4.1

APPENDIX 7—*contd.***Table VII.**

SHOWING THE NUMBER OF EAST INDIANS, AND THE NUMBER OF OTHER RACES ADMITTED, AND THE NUMBER REMAINING ON 31ST MARCH 1912, IN THE PRINCIPAL GOVERNMENT INSTITUTIONS.

*For the year 1911-12.*

1	2	3	4	5	6
Name of Institution.	Number of Admissions.	Number of East Indians admitted.	Number of other Races admitted.	Number of East Indians in Institution on 31st March 1912.	Number of other Races in Institution on 31st March 1912.
Public Hospital, Georgetown ...	11,149	2,169	8,980	121	323
Public Hospital, Berbice ...	3,711	1,375	2,336	49	105
Public Hospital, Suddie ...	1,437	659	778	30	39
Lunatic Asylum ...	131	50	81	360	407
Lepet Asylum ...	139	84	55	171	269
Alms House ...	1,706	926	780	227	558

APPENDIX 7—*contd.*

## Form 1.

No. \_\_\_\_\_

Please fill in and return at earliest convenience.

REPORT ON THE SANITARY CONDITION AND FITNESS FOR  
OCCUPATION OF THE DWELLINGS INTENDED FOR THE IMMI-  
GRANTS TO BE ALLOTTED TO PLANTATION \_\_\_\_\_  
EX-SHIP \_\_\_\_\_ SEASON 19 \_\_\_\_\_

1. State date on which dwellings were inspected.
2. State Ranges to be occupied—Letter \_\_\_\_\_ No. \_\_\_\_\_
3. State situation of Ranges.
4. State means of permanent ventilation provided for dwellings.
5. State in connection with the Water Supply, the kind of Reservoir, the position, the source of supply, and the means taken to prevent fouling.
6. Describe generally the sanitary condition of surroundings of Dwellings.
7. Remarks.

\*Government Medical Officer

District.

12

To the Surgeon General

## MEMORANDUM.

*Plantation* \_\_\_\_\_

THE following dwellings will be assigned to the Immigrants ex-Ship \_\_\_\_\_

Letters of Ranges.

Numbers of Apartments.

Size of do.

Condition of do.

Manager

19

APPENDIX 7—*contd.***Form 2.****BRITISH GUIANA—MEDICAL DEPARTMENT.****REPORT OF INSPECTION MADE UNDER SECTION 14 OF ORDINANCE 18 OF 1891, FOR THE HALF-YEAR ENDING.**

- |                    |                       |
|--------------------|-----------------------|
| 1. Plantation      | 2. Date of Inspection |
| 3. Medical Officer | 4. Dispenser          |

**HOSPITAL.**

- |                  |    |    |       |
|------------------|----|----|-------|
| 5. Accommodation | M. | F. | Total |
|------------------|----|----|-------|
6. No of patients on day of Inspection
7. Condition of building
8. Condition of Wards, Bedsteads and Bedding, Dispensaries, Sculleries, Cupboards, Latrines, Bathrooms, Cleanliness, order, vermin, etc.
9. Are the Clothing, Bedding, Furniture, Medicines, etc., sufficient?
10. Are the Books neatly kept and written up-to-date?
11. Is there a copy of the latest Hospitals Regulations and Diet Sheets suspended in the Hospital, and are the instructions contained therein being carried out?
12. Are the Medical History Cards properly written up in accordance with Circulars Nos. 390 and 502?
13. Condition of Out-buildings such as Kitchen, Nurses' Quarters, Mortuary.
14. Condition of Vats and Tanks and are they Mosquito-proof?
15. Condition of grounds, are they tidy, free of long grass, broken bottles and other breeding-places for Mosquitoes?

**LABOURERS' DWELLINGS.**

16. Condition generally—have there been any repairs and additions since last inspection?
17. Condition of yards, are they tidy, free of grass, broken bottles, old tins, and other breeding places for Mosquitoes?
18. Condition of the drains—

**LATRINES.**

19. Condition generally—is there a sufficient number for each of the sexes?
20. Drinking Water Supply—
21. Copy of Remarks made in Visitors' Book, Hospital Register and Register of Dwellings—
22. General Remarks\*—

Date \_\_\_\_\_

\* Under this heading please deal with the following:—

The sanitary condition generally of the Estate.  
 Administration of Quinine and other anti-malarial and anti-Mosquito measures.  
 The way in which the Medical Officer appears to be performing his duties.  
 And any other matters of importance.

APPENDIX 7—*contd.*

## Form 3.

## BRITISH GUIANA—MEDICAL DEPARTMENT.

REPORT of the Hospital of Plantation  
ending Saturdayfor the week  
19 .

	Indentured Immigrants.		Unindentured Immigrants.		Non-Immigrants.		TOTAL.		
	M.	F.	M.	F.	M.	F.	M.	F.	T.
<b>IN-PATIENTS—</b>									
Remaining from last week	...	...	...	...	...	...	...	...	...
Admitted by Dispenser	...	...	...	...	...	...	...	...	...
"    "    "    G.M.O.	...	...	...	...	...	...	...	...	...
Total treated	...	...	...	...	...	...	...	...	...
Discharged recovered	...	...	...	...	...	...	...	...	...
"    Improved	...	...	...	...	...	...	...	...	...
Absconded	...	...	...	...	...	...	...	...	...
Transferred to Public Institutions	...	...	...	...	...	...	...	...	...
Total discharged	...	...	...	...	...	...	...	...	...
Died	...	...	...	...	...	...	...	...	...
Remaining under treatment	...	...	...	...	...	...	...	...	...
Certified Hospital accommodation	...	...	...	...	...	...	...	...	...
<b>OUT-PATIENTS—</b>									
Remaining from last week	...	...	...	...	...	...	...	...	...
Admitted	...	...	...	...	...	...	...	...	...
Discharged	...	...	...	...	...	...	...	...	...
Remaining under treatment	...	...	...	...	...	...	...	...	...

## RETURN OF DEATHS.

Name, Ship, No. and Year of Arrival.	Indentured Immigrant.	Unindentured Immigrant.	Non-Immigrant.	Date of Death.	Cause of Death.
	Sex & Age.	Sex & Age.	Sex & Age.		

## DATES AND TIME OF VISITS OF GOVERNMENT MEDICAL OFFICERS.

DAY.	DATE.	HOUR OF ARRIVAL.	HOUR OF DEPARTURE.
Sunday	...		
Monday	...		
Tuesday	...		
Wednesday	...		
Thursday	...		
Friday	...		
Saturday	...		

INVALID LIST—	Males.	Females.	Children.
	Remaining from last week	...	...
Put on	...	...	...
Taken off	...	...	...
Remaining at end of week	...	...	...

## REMARKS.

Government Medical Officer,  
District.

To the Surgeon General.

*N.B.*—Under the heading "Remarks" are to be entered those made in the Visitors' Book, Hospital Register and Register of Dwellings. Also the result of the monthly inspection of the yard, ranges, &c., by the Government Medical Officer.

APPENDIX 7—*contd.*

## Form 4.

## BRITISH GUIANA—MEDICAL DEPARTMENT

FREE.

DEATH RETURN.

INDENTURED.

---

 MEDICAL DISTRICT.
 

---

1. Pln. or Village ?
2. Name, age and sex ?
3. Ship, No. and year of arrival ?
4. How long ill ?
5. How long under treatment ?
6. When brought to Hospital (hour) ?
7. When first seen by Medical Officer (hour) ?
8. When last seen before death by Medical Officer (hour) ?
9. Date of death (hour) ?
10. Disease first treated ?
11. Disease intercurrent, if any ?
12. Disease immediately causing death ?
13. Was Post-mortem examination made ?
14. Was the person moribund or dead when first seen by Medical Officer ?
15. Where found or brought from ?
16. By whom ?
17. Were Police informed ?
18. Was Inquest held ?
19. Was Post-mortem made by Coroner's order ?

REMARKS AS TO CIRCUMSTANCES ATTENDING OR CAUSING DEATH.

To the Surgeon General

Government Medical Officer.

Date \_\_\_\_\_

*N.B.*—This return is to be filled up and posted immediately on the occurrence of the death of an Immigrant (in Hospital or elsewhere) coming to the knowledge of the Government Medical Officer in charge of the district. In every case the fullest information is to be given as to the circumstances attending or causing death.



## APPENDIX 7—contd.

## Form 5.

(Vide Circular 369/1501/04.)

## BRITISH GUIANA—MEDICAL DEPARTMENT.

## REPORT OF POST MORTEM EXAMINATION.

1. Name, etc.
2. Country where born.
3. Place of death.
4. Date and hour.
5. Date and hour of P.M. Examination.
6. Apparent age.
7. Sex.
8. Colour.
9. General condition of body.
10. External marks, if any.

## SKULL.

11. Thickness.
12. Symmetry.
13. Condition.
14. Membrane and blood vessels condition.

## BRAIN.

15. Weight.
16. Condition.

## THORACIC CAVITY.

17. Pleural Cavity, condition—

Right.

Left.

18. Lungs, weight :—Right. Left.

19. Condition of—

(a) Right.

(b) Left.

20. Heart, weight.

APPENDIX 7—*contd.*

21. Condition of—

(a) Walls.

(b) Valves.

(c) Cavities.

ABDOMINAL CAVITY.

22. Spleen, weight.

23. Condition.

24. Liver, weight.

25. Condition.

26. Kidneys, weight :—Right.

Left.

27. Condition of—

(a) Right.

(b) Left.

28. Peritoneum (condition).

29. Intestines (condition).

30. Other organs showing any abnormality of condition.

31. Cause of death.

GENERAL REMARKS.

.....  
Government Medical Officer.

.....  
District or Institution.

Date .....

---

*N.B.*—(1) In the case of East Indians the Ship, No., Year of arrival, whether indentured or free is to be stated.

(2) Weights of organs need not be given unless it is considered essential.

(3) If the cause of death is apparent from the examination of the other organs, Nos. 11 to 16, inclusive, need not be filled in.

(4) Under the heading "General Remarks," any particulars connected with the case which may be of importance or interest must be given.

APPENDIX 7—contd.

Form 6.

No. of Inspection.....

Page.....

RESULT OF MONTHLY INSPECTION OF IMMIGRANTS ALLOTTED  
WITHIN THE LAST TWELVE MONTHS TO PLANTATION.

ORIGINAL.

SUMMARY.

DUPLICATE

Ship.	Date. of Arrival.	No. Allotted.	No. Estate's Hospital.	No. Public. Hospital.	No. Absent.	Dead.	Deserted.	Jail.	Transferred.

PARTICULARS OF INSPECTION.

Name.	Age.	Sex.	Number.	Remarks.

To the Surgeon General.

Government Medical Officer.

Date of Inspection .....

APPENDIX 7—*contd.*

## Form 7.

REPORT ON THE RANGES, YARDS AND HOSPITAL ON PLANT-  
 ATION ..... FOR THE MONTH  
 OF ..... 19 .....

- (a) Condition of Ranges.  
 (b) Condition of yard, drains, etc.  
 (c) Latrines—  
 (1) How many and the number of compartments.  
 (2) Condition.  
 (3) Other information.  
 (d) Condition of Water Supply.

*The Surgeon General.*

- (e) Presence in yards of barrels, if present, whether screened or unscreened.  
 (f) If any indentured immigrants are occupying ranges not passed by the Medical Inspector.  
 Give full particulars.  
 (g) Condition of the Hospital:—  
 1. Wards.  
 2. Latrines, Bathrooms, etc.  
 3. Clothing, Medicines, Furniture, etc.  
 (h) Quinine distribution to labourers, etc., not patients:—  
 month.  
 2. Whether Government Tablets are used.

REMARKS AND RECOMMENDATIONS.

.....  
*Government Medical Officer.*

*Date* .....

NOTE.—Under "REMARKS" state whether recommendations of Medical Inspector at his last inspection have been carried out. If not carried out, please state in what particulars the Estate's authorities have failed to comply.

APPENDIX 7—contd.

Form 8.

REPORT ON THE STATE OF HEALTH OF AN IMMIGRANT committed by

Mr. S. J. P. \_\_\_\_\_ on \_\_\_\_\_

to the \_\_\_\_\_ Prison

offence \_\_\_\_\_

Punishment \_\_\_\_\_

Name \_\_\_\_\_ Ship and No. \_\_\_\_\_

Estate to which indentured \_\_\_\_\_ Sex \_\_\_\_\_ Age \_\_\_\_\_

Height \_\_\_\_\_ Ft. \_\_\_\_\_ Inches.

Weight \_\_\_\_\_ lbs. Condition, general \_\_\_\_\_

Lungs \_\_\_\_\_

Heart \_\_\_\_\_

Digestive Organs \_\_\_\_\_

Kidneys (\*) \_\_\_\_\_

Other Organs (†) \_\_\_\_\_

Surgeon.

19 .

\* Urine to be examined.

† Any Abnormality to be noted.



APPENDIX 7—*contd.***British Guiana.****REGULATIONS RELATING TO THE PROFESSIONAL SERVICES OF GOVERNMENT MEDICAL OFFICERS IN COUNTRY DISTRICTS.**

1. The Government Medical Officer shall act as medical attendant to all Prisons, Lock-Ups, Public Dispensaries and Police Hospitals within his district.

2. He shall attend free of charge,—

- (a) All members of the Police Force and Prison Service within his district ;
- (b) The families of these officers, except when otherwise ordered by the Governor ;
- (c) All Paupers provided with Pauper Certificates on a form approved by the Governor ;
- (d) Every patient in an Estate's Hospital either an indentured immigrant or a *bona fide* labourer employed by the Estate.

3.—(1) He shall on payment of a sum of eighty dollars per annum by the proprietors or representatives of an estate, render ordinary medical service to the Manager and Overseers of the estate, their wives and children, and to the Consulting Engineer, Chemist, Book-keeper, Dispenser, Foreman Engineer, and Head Panboiler, *but not to their wives and children.*

2) Midwifery, major surgical operations, and fractures shall not be deemed to be included in ordinary medical service, and in such cases the Government Medical Officer shall be entitled to charge a reasonable fee.

(3) He shall not be obliged to attend, unless he is paid a reasonable fee, any such person as aforesaid, unless such person resides within the bounds of the estate, and not more than one mile by road from the factory, hospital, or manager's residence.

4. He is authorised to charge fees according to the following scales:—

(1) To persons in poor circumstances unable to pay for private medical attendance in accordance with the fees in sub-sections 2 and 3 on their producing a Poverty Certificate on a form approved by the Governor :

(a) If the person presents himself at the residence of the Medical Officer, at any Medical Station, Public Dispensary, Estate's Hospital or is a patient in such hospital, for each attendance	...	...	\$ 0 24
(b) If the Medical Officer is called while passing through a Village or along a public road—each attendance	...	...	0 30
(c) For a special call if the distance from the Medical Officer's residence is not more than a mile	...	...	0 36
(d) For each mile or part of a mile on the outward journey only	...	...	0 10

(2) To all persons such as artizans, sailors, porters, labourers, small farmers, mechanics, seams tresses, etc. :

(a) Under the same conditions as (1) (a) (b)	...	...	\$ 0 48
(b) Under the same conditions as (1) (c)	...	...	1 00
(c) Under the same conditions as (1) (d)	...	...	0 12
(d) Calls during the night, <i>i.e.</i> , between 6 p.m. and 6 a.m., may be charged double.			
(e) Operations may be charged extra.			
(f) Maternity cases, surgical or otherwise	...	...	5 00
(g) For a Medical Certificate for leave purposes	...	...	0 50
(h) For a Certificate under Bye-Law 3 (b), 2 of the Milk Regulations of 1908	...	...	0 48
(i) For a Medical Certificate under Bye-Law 3 (b), (3) and (4) of the Milk Regulations of 1908	...	...	0 24

(3) To all other classes the Medical Officer may make reasonable charges.

5. No Pauper or Poverty Certificate shall exempt any person receiving or who has received medical relief from his liability for subsequent payment for such relief if it be found that such person is able to pay for private medical attendance in accordance with the fees authorised in Regulation 4.

6. Persons provided with Pauper or Poverty Certificates may present themselves for treatment to the nearest Medical Officer. Those who require to be treated at their homes, however, must call in the Medical Officer of the District.

7. Pauper and Poverty Certificates shall be available for one month only, from date of issue.

8. The Medical Officer shall report to the Surgeon General any irregularity or impropriety in the issue of any Pauper or Poverty Certificate.

9. The following persons are hereby authorised to give Pauper Certificates under Regulation (2) (c) and Poverty Certificates under Regulation 4 (1) :—

- (1) Members of the Executive Council or Combined Court ;
- (2) Registered Medical Practitioners ;
- (3) Justices of the Peace ;
- (4) Ministers of Religion ;
- (5) Members of the Local Boards of Guardians ;
- (6) Immigration Agents ; Inspectors of Police and Non-Commissioned Officers in charge of Police Stations, and Commissaries of Taxation ;
- (7) Chairmen of Village and Country Districts.

10. Any dispute or complaint arising out of the foregoing Regulations shall be decided by the Surgeon General subject to an appeal to the Governor.

11. The Regulations relating to the Professional Services of Government Medical Officers made by the Governor and Court of Policy on the eleventh day of April, 1902, and the fourth day of August, 1904, are hereby revoked.

*Made by the Governor and Court of Policy under Section sixteen of the Medical Ordinance, 1886, on the 14th day of July 1908.*

By Command,

J. HAMPDEN KING,

*Clerk of the Court.*



APPENDIX 7—*contd.***British Guiana.****AMENDMENT TO THE REGULATIONS RELATING TO THE PROFESSIONAL SERVICES OF GOVERNMENT MEDICAL OFFICERS IN COUNTRY DISTRICTS.**

The following sub-head is hereby substituted for sub-head (d) of Regulation 2 of the Regulations relating to the Professional Services of Government Medical Officers in Country Districts made by the Governor and Court of Policy on the fourteenth day of July, 1908:—

- (d) Every patient at any Estate's Hospital who is either an indentured immigrant, or a person of the labouring class employed by the Estate, or any of his family residing on the Estate and recommended by the manager for free treatment.

*Made by the Governor and Court of Policy under Section sixteen of the Medical Ordinance, 1886, on the 10th day of December 1912.*

By Command,

GEO. D. BAYLEY,

*Clerk of the Court.*

**REGULATIONS FOR THE PROPER ARRANGEMENT AND MANAGEMENT OF CERTIFIED HOSPITALS ON ESTATES.***Accommodation.*

1. Each Estate possessing not more than 50 immigrants shall have hospital accommodation for 10 beds; from 50 to 100 immigrants for 15 beds, and above 100 immigrants besides the 15 beds already required accommodation at the rate of 5 per cent for all the immigrants above that number.

2. Each bedstead which shall be not less than 6 feet long by 3 feet wide, shall be provided with at least:

1 Bed Sack.

1 Pillow Sack.

2 Pillow Cases.

2 Sheets.

1 Blanket.

2 Shirts or Bedgowns.

1 Shelf at the head of each bedstead or table beside bed.

1 Plate and Cup.

1 Fork.

1 Spoon.

1 Chamber utensil.

2 Frames (tin) for holding the Medical History Cards and the Temperature Charts. These to be of such a pattern and to be supplied in such quantities as the Surgeon General may approve.

3. Between each bed there shall be a clear space of three feet, and where the beds are placed in rows there shall be a clear space of six feet between the rows.

4. Each hospital shall be provided with the following articles:—

- (1) A Clock which shall be kept in order.
- (2) A small locked press for poisons in the Dispensary.
- (3) An enclosed lamp in each Ward, to be kept lighted from sunset to daylight; and to be suspended out of the reach of the patients.
- (4) Such tables as may be necessary for meals.
- (5) Such chairs, desks, presses as the Surgeon General may from time to time require; there shall be at least two movable night chairs in each ward.
- (6) A Microscope of a pattern to be approved by the Surgeon General.
- (7) One tell-tale Clock.

*The Government Medical Officer.*

5. The Government Medical Officer shall at every visit in the case of In-patients enter on the Medical History Card the following particulars:—

- (a) Date of visit.
- (b) Any alteration of the treatment, diet, or extras. Should there be no alteration, the word "continue" must be entered.
- (c) Notes on the progress of the case.

6. The Government Medical Officer shall at least once every month visit the yard and ranges and shall report on their condition to the Surgeon General.

*The Manager.*

7. The Manager, or an Overseer deputed by him, shall visit the hospital daily and shall record the date and hour of each visit with any remarks he may think proper to add in the Visitors' Book.

*The Dispenser or Principal Sicknurse.*

8. No person shall be employed as Dispenser or Sicknurse unless he is on the Register of Dispensers and Sicknurses.

9. The Dispenser or Sicknurse shall:

- (a) Reside on the premises and not absent himself without the permission of the Manager of the estate.
- (b) Carry out all orders and instructions of the Government Medical Officer.
- (c) Be present during the visits of the Government Medical Officer.
- (d) Whenever a patient is admitted to the hospital provide him or her with hospital clothing; and, when the case permits, have him or her bathed. The patient's own clothes shall be taken away, scalded, and a ticket attached to them, with his or her name or number.
- (e) Take care of all money, jewels, or other property brought into hospital by a patient, and enter such property in a book to be kept for the purpose by him.
- (f) Report to the Government Medical Officer any deficiency in quality or quantity of the articles required to be provided for by these Regulations.
- (g) Enter every birth of a child occurring on the estate in the Register of the hospital.
- (h) See that the diets are issued at stated periods in proper quantity and quality.
- (i) Take care that patients are visited by their friends only between the hours of six and seven in the morning and four and six in the afternoon, except by special permission from the Government Medical Officer.
- (j) Have the wards and galleries swept every morning, and also every afternoon if necessary: and the floors scrubbed or mopped at least twice a week.

- (k) See that the bedding and bed linen are always kept clean.
- (l) Maintain quiet and order in the wards and at the same time be forbearing, gentle and kind to the patients under his care.
- (m) Permit smoking in the hospital only with the permission of the Government Medical Officer, and then at such places and times as he may direct.
- (n) Keep the latrines and latrine passages and bathing rooms clean and free from any offensive odour.
- (o) If he finds it necessary to treat any person as an In or Out-patient, in the former case enter the treatment and other particulars on the Medical History Card and record the name in the Case Book ; in the latter case, enter such treatment and the reason in a book to be kept for that purpose. These entries shall be shown to the Government Medical Officer at his next visit and be initialled by him.
- (p) When it is necessary to take the temperature of any patient, record it on the Temperature Chart.
- (q) Visit all confinement cases daily for the first nine days after confinement and record their condition in the Casual Book.
- (r) At once report fully to the Government Medical Officer any case that he may admit which appears to be of a serious nature, or any fresh symptoms of a serious nature in a patient already under treatment.
- (s) See that all patients discharged by the Government Medical Officer, but who may be too weak to work, report themselves daily at the hospital ; and, in the event of their neglecting to do so, visit their dwellings and ascertain the cause of their absence.

*The Female Sicknurse or Nurse-Midwife.*

- 10. The Female Sicknurse shall reside on the premises.
- 11. No person shall be employed as a Female Sicknurse unless she possesses a certificate of competency as a Nurse-Midwife to the satisfaction of the Surgeon General.
- 12. The Female Sicknurse shall, subject to the directions of the Government Medical Officer, be under the control of the Dispenser or Principal Sicknurse.

*Patients.*

- 13. Patients must submit to the treatment prescribed by the Government Medical Officer and must obey his directions and those of the Principal Sicknurse in carrying out such directions.
- 14. Patients shall behave in a quiet and orderly manner and shall when required keep to their beds and shall not disturb or annoy any of the other patients.
- 15. Patients shall wear the hospital clothing and shall keep it clean and shall not wilfully injure or destroy it.
- 16. Patients shall not wilfully soil the flooring or any other part of the hospital.
- 17. Patients shall not on any account leave the hospital without the permission of the Government Medical Officer.
- 18. Patients shall not receive spirits, food, or any other article other than those supplied at the hospital, without the consent of the Government Medical Officer.
- 19. On no account shall patients have matches in their possession or in the beds.
- 20. Patients or other persons shall not smoke on the hospital premises without the permission of the Government Medical Officer.
- 21. All persons without any exception admitted to hospital shall be bound by these Regulations.
- 22. Any infraction of these Regulations on the part of the patient shall be at once reported to the Manager and the Government Medical Officer by the Dispenser or Principal Sicknurse.

*Miscellaneous.*

23. (1) The articles enumerated in the Schedules to these Regulations shall be kept in each Hospital in the quantities specified.

(2) Articles not enumerated in the Schedules shall be provided when ordered by the Government Medical Officer.

24. The Rules and Regulations made by the Surgeon General and approved by the Governor and Court of Policy on the 13th of August 1895, are hereby revoked.

*Made by the Surgeon General under Section 79 of the Immigration Ordinance, 1891,  
and approved by the Governor and Court of Policy on the 3rd day of October  
1905.*

By Command,

J. HAMPDEN KING,

*Clerk of the Court.*

## THE FIRST SCHEDULE.

Acid, Acetic ...	...	$\frac{1}{2}$	lb.	Oil of Croton...	...	...	2	oz.
" Boracic ...	...	1	"	Opium powder ...	...	...	2	"
" Carbolic ...	...	2	"	Ointment, Citrine ...	...	...	1	lb.
" Chrysophanic ...	...	1	oz.	" Iodine ...	...	...	1	"
" Gallic ...	...	1	"	" Mercurial ...	...	...	1	"
" Hydrochloric... ..	...	6	"	" Simple ...	...	...	6	"
" Hydrocyanic, Dil. ...	...	3	"	Pill, Colocynth and Hyoscyamus ...	...	...	1	oz.
" Nitric ...	...	6	"	" Carbonate of Iron ...	...	...	1	"
" Sulphuric ...	...	6	"	" Mercurial ...	...	...	1	"
" Tartaric ...	...	6	"	" Lead and Opium ...	...	...	1	"
Alum ...	...	$\frac{1}{2}$	lb.	" Compound Rhubarb ...	...	...	1	"
Ammonia, Aromatic Spirits of... ..	1	"	"	Phenacetin ...	...	...	4	"
" Acetate ...	...	$\frac{1}{2}$	"	Plaster, Sticking ...	...	...	3	yds.
" Bromide ...	...	$\frac{1}{2}$	"	Potash, Acetate of ...	...	...	$\frac{1}{2}$	lb.
" Carbonate ...	...	1	"	" Chlorate of ...	...	...	$\frac{1}{2}$	"
" Chloride ...	...	4	oz.	" Iodide of ...	...	...	$\frac{1}{2}$	"
Antimony, Tartrate of ...	...	1	"	" Nitrate of ...	...	...	$\frac{1}{2}$	"
Antipyrin ...	...	4	"	" Bromide of ...	...	...	$\frac{1}{2}$	"
Arsenic, Fowler's solution of ...	...	4	"	Quinine, Sulphate of ...	...	...	10	oz.
Atropine, Sulph. ...	...	$\frac{1}{2}$	"	Salol ...	...	...	4	"
Bismuth Subnitrate ...	...	1	lb.	Scott's Dressing ...	...	...	2	lb.
Blistering Fluid ...	...	1	"	Silver, Nitrate of ...	...	...	$\frac{1}{2}$	oz.
Borax ...	...	$\frac{1}{2}$	"	Soda, Bicarbonate of ...	...	...	1	lb.
Calomel ...	...	6	oz.	" Chloride of ...	...	...	$\frac{1}{2}$	"
Camphor ...	...	$\frac{1}{2}$	lb.	" Sulphate of ...	...	...	6	"
Chloral Hydrate ...	...	$\frac{1}{2}$	"	" Salicylate of ...	...	...	$\frac{1}{2}$	"
Chloroform ...	...	1	"	" Strychnine, Liquor ...	...	...	1	oz.
Chlorodyne ...	...	12	oz.	" Sulphate of Iron ...	...	...	1	"
Chalk, prepared with Mercury ...	...	$\frac{1}{2}$	lb.	Sulphate of Zinc ...	...	...	1	"
" with Opium ...	...	$\frac{1}{2}$	"	Tincture Assafetida ...	...	...		
" Aromatic Powder of ...	...	$\frac{1}{2}$	"	" Calumba ...	...	...		
Cocaine ...	...	$\frac{1}{2}$	oz.	" Camphor ...	...	...		
Cream of Tartar ...	...	1	lb.	" Camphor with Opium ...	...	...		
Creosote ...	...	4	oz.	" Capsicum ...	...	...		
Ether, Sulphuric ...	...	1	lb.	" Catechu ...	...	...		
" Nitrous Spirits of ...	...	1	"	" Cardamom ...	...	...		
Extract of Belladonna ...	...	2	oz.	" Colchicum ...	...	...		
Extract of Elaterium ...	...	$\frac{1}{2}$	"	" Digitalis ...	...	...		
Ferri et Quin. Cit. ...	...	$\frac{1}{2}$	lb.	" Gentian Co. ...	...	...		
Ergot ...	...	1	oz.	" Hyoscyamus ...	...	...		
Glycerine ...	...	$\frac{1}{2}$	lb.	" Iodine ...	...	...		
Ipecacuan powder ...	...	$\frac{1}{2}$	"	" Lavender ...	...	...		
" with Opium ...	...	$\frac{1}{2}$	"	" Nux Vomica ...	...	...		
" wine of ...	...	$\frac{1}{2}$	"	" Perchloride of Iron ...	...	...		
Iodoform ...	...	$\frac{1}{2}$	"	" Lobelia ...	...	...		
Jalap, compound powder of ...	...	1	lb.	" Myrrh ...	...	...		
Jalapine ...	...	$\frac{1}{2}$	oz.	" Opium ...	...	...		
Lead Acetate ...	...	1	lb.	" Squills ...	...	...		
Magnesia, calcined ...	...	1	"	" Stramonium ...	...	...		
Magnesia, Sulphate... ..	...	6	"	" Valerianate of Ammonia ...	...	...		
Mercury, perchloride of ...	...	$\frac{1}{2}$	"	" Tolu, Syrup of... ..	...	...	1	lb.
Morphia, Solution of acetate ...	...	$\frac{1}{2}$	"	" Vaseline ...	...	...	1	"
Morphia, Solution of Hydrochlorate ...	...	$\frac{1}{2}$	"	" Condy's Fluid... ..	...	...	1	"
Mustard ...	...	2	"	" Cotton Wool ...	...	...	6	"
Oil of Peppermint ...	...	3	oz.	" Lint ...	...	...	6	"
" Turpentine ...	...	$\frac{1}{2}$	lb.	" Tow ...	...	...	6	"
" Castor ...	...	6	"	" Gauze ...	...	...	4	"

1 lb, each.

## THE SECOND SCHEDULE.

Graduated Glass Measures	...	...	4	Artery Forceps	...	...	4
Mortars and Pestles	...	...	2	Ligatures	...	1 phial of mixed.	
Spatulae	...	...	6	Irrigator Douche, with uterine piece	...	...	1
Glass Syringes	...	...	4	Drainage tubes	...	assorted.	
Enema Syringes	...	...	2	Safety pins	...	...	1 box.
Bed Pans	...	...	4	Microscopic slides	...	...	8 dozen.
Scales and Weights	...	...	1	Cover glasses	...	...	12 „
Tourniquet, or Esmarch's Bandage	...	...	2	Staining agents	...	...	assorted.
Splints and Bandages	...	...		Vaginal speculum	...	...	2
Pill slab or machine	...	...		Hypodermic case	...	...	1
Feeding cups	...	...	6	Tooth Instruments	...	...	assorted.
Wafer paper or Cachets	...	1 gross.		Surgical Needles	...	...	„
Dressing Scissors	...	...	2				

## DIETARY TO BE USED IN CERTIFIED

	MILK.	SPOON.
	1	2
SCALE OF DIETS.	Milk ... 2 pints.	Sugar ... 3½ ozs. Milk ... 2 pts. Rice ... 3 ozs. Sago ... 3 ozs. Bread ... 2 ozs.

MEALS AND HOURS.	DIFFERENT MEALS	
At 6-30 A.M.	Milk ... ½ pint.	Bread ... 2 ozs. Milk ... 10 ozs. Sugar ... ½ oz.
BREAKFAST. 10 A.M.—Milk and Spoon Diets. 11 A.M.—Ordinary and Coolie Diets.	Milk ... ½ pint.	Sago ... 1½ ozs. Sugar ... 1 oz. Milk ... 10 ozs.
DINNER. 2 P.M.—Milk and Spoon Diets. 5 P.M.—Ordinary and Coolie Diets.	Milk ... ½ pint.	Rice (pap) ... 3 ozs. Sugar ... 1 oz. Milk ... 10 ozs.
SUPPER. 5-30 P.M.—Milk and Spoon Diets.	Milk ... ½ pint.	Sago ... 1½ ozs. Sugar ... 1 oz. Milk ... 10 ozs.

## EXTRAS WHICH MAY BE ORDERED.

Sugar, to each pint of Milk ... ½ oz.	Beef Tea, Chicken Tea or Milk ... ½ to 1 pint.
Milk, Beef Tea or Chicken Tea ... ½ to 1 pint.	Bread up to ... 8 ozs. or
Bread up to ... 8 ozs. or Biscuits up to ... 4 ozs.	Biscuits up to ... 4 ozs.

## DIRECTIONS : DIET SCALE.

1. The Medical Officer shall use his discretion in prescribing the diets and extras, and his directions are to be strictly adhered to.

2. Care is to be taken that no change of diet is made until the previous one is struck off the Medical History Card.

3. During the absence of the Medical Officer, the Principal Sicknurse shall have power to order such diets and extras as he may think necessary; the Medical Officer's attention to be drawn to this at his next visit. Stimulants are not to be ordered by the Principal Sicknurse unless they are absolutely necessary; if it is done then a full report stating the reason for so doing is to be made on the Medical History Card and shown to the Medical Officer at his next visit.

4. When possible all diets and extras for the following day shall be ordered before 4 P. M. in order to give the Dispenser time to prepare the Summary.

5. Condensed milk may be used with the consent of the Medical Officer, and of such a strength as he may direct.

6. Should occasion arise where a patient's diet requires to be changed at once, an exchange of diet with another patient is, if possible, to be resorted to for that day, and the requisite diet ordered for the following day.

7. Extra nourishment for the use of serious cases during the night must be specially ordered on the Medical History Card of each patient requiring it with directions as to the way it is to be given.

8. Patients placed on "Milk" and "Spoon" Diets for medical reasons should be carefully and daily watched so that the addition of beef or chicken tea and bread (or biscuits) either separately or together may be made the moment their condition will admit. These

## HOSPITALS ON ESTATES.

ORDINARY.			COOLIE.			REMARKS.
3			4			5
Milk	...	$\frac{1}{2}$ pint.	Milk	...	$\frac{1}{2}$ pint.	Rice, Plantains, Peas, Barley, or other Vegetables <i>uncooked</i> (60 % allowed on weight of Plantains for stalk and skin).  Chicken to be weighed cleaned, that is, without feathers or entrails.
Sugar	...	1 oz.	Sugar	...	1 oz.	
Rice	...	3 ozs.	Rice	...	8 ozs.	
Fish, Salt	...	8 ozs.	Fish, Salt	...	4 ozs.	
Beef, Salt	...	4 ozs.	Butter or Ghee	...	1 oz.	
Barley	...	$\frac{1}{2}$ oz.	Peas	...	4 ozs.	
Plantains	...	$\frac{1}{2}$ lb.	Flour	...	$\frac{1}{2}$ oz.	
Butter	...	$\frac{1}{2}$ oz.	Curry Powder	...	$\frac{1}{2}$ oz.	
Bread	...	8 ozs.	Bread	...	8 ozs.	
Salt	...	$\frac{1}{2}$ oz.	Salt	...	$\frac{1}{2}$ oz.	
Peas	...	2 ozs.				

## OF THE DAY.

Milk	...	$\frac{1}{2}$ pint.	Milk	...	$\frac{1}{2}$ pint.	
Sugar	...	1 oz.	Sugar	...	1 oz.	
Bread	...	8 ozs.	Bread	...	8 ozs.	
Rice	...	3 ozs.	Rice	...	4 ozs.	Beef Tea and Chicken Tea to contain not less than $\frac{1}{2}$ lb. of each cleaned, and 1 oz. of Barley to every pint.
Fish, Salt	...	3 ozs.	Fish, Salt	...	2 ozs.	
Butter	...	$\frac{1}{2}$ oz.	Butter or Ghee	...	$\frac{1}{2}$ oz.	
Salt	...	$\frac{1}{2}$ oz.	Peas	...	2 ozs.	
			Salt	...	$\frac{1}{2}$ oz.	
			Curry Powder	...	$\frac{1}{2}$ oz.	
Salt Beef	} In Soup. {	4 ozs.	Rice	...	4 ozs.	In Coolie Diet the Peas may be curried for Breakfast and Dinner.
Plantains		$\frac{1}{2}$ lb.	Peas	...	2 ozs.	
Peas		2 ozs.	Fish, Salt	...	2 ozs.	
Barley		$\frac{1}{2}$ oz.	Flour	...	$\frac{1}{2}$ oz.	
			Butter or Ghee	...	$\frac{1}{2}$ oz.	
			Curry Powder	...	$\frac{1}{2}$ oz.	

## WITH EACH DIET RESPECTIVELY.

Salt and necessary seasoning	...	...	Vegetables	...	2 ozs.	
Plantains	...	$\frac{1}{2}$ to $\frac{1}{4}$ lb.	Rice	...	2 ozs.	
Milk	...	$\frac{1}{2}$ pint.	or			
			Plantains	...	$\frac{1}{2}$ lb.	
			Chicken	...	$\frac{1}{2}$ lb.	
			(may be substituted for Fish at Dinner).			
			Milk	...	$\frac{1}{2}$ pint.	

*N. B.*—With the permission of the Medical Officer, 8 ozs. Flour may be used instead of Bread, and can be made into "roties" or "chuppatties" according to his directions.

diets are "sick diets", and are based on a minimum scale, and if care and attention be not daily and regularly bestowed with a view of making the above additions to them the moment the necessity arises, dissatisfaction will invariably result. So also when the further improved condition of a patient will allow of a change to any of the fuller diets it should be done without delay. The Nurse shall call the Medical Officer's attention to cases requiring extras or change of diet.

9. The following stimulants and extras may be ordered in such quantities as may be requisite, but to be decreased or discontinued the moment the medical necessity occurs, namely, Whisky, Brandy, Rum, Meat Extracts, Eggs and Ice.

10. The Medical Officer shall have power to order such other extras and stimulants as he may consider necessary for any patient, but must give his reasons in each case to the Surgeon General, if required.

11. The existing Dietary Table is hereby repealed.

*Framed by the Surgeon General under Section 79 of the Immigration Ordinance, 1891, and approved by the Governor and Court of Policy on the 3rd day of October 1905.*

By Command,  
J. HAMPDEN KING,  
Clerk of the Court.



APPENDIX 7—*contd.***British Guiana.****REGULATIONS IN RESPECT OF DWELLINGS OF SUGAR PLANTATIONS.**

1. In these Regulations, "plantation" means "sugar plantation".
2. (1) On any plantation where new dwellings for indentured immigrants are required, the manager shall give in writing one month's notice to the Medical Inspector of his intention to build such dwellings, at the same time describing the site on which they are to be erected.
  - (2) The Medical Inspector shall, as early as possible after receiving the same, make a special visit, if necessary, to the plantation and shall record his approval or otherwise in the Register of Dwellings.
  - (3) No such dwellings shall be erected without the approval of the Medical Inspector.
3. Each range shall be a single-storey building constructed on the following plan:—
  - (a) Length either fifty or one hundred feet and divided accordingly into five or ten rooms, each room to be numbered consecutively.
  - (b) Breadth fourteen feet.
  - (c) Height from upper side of sill to lower edge of wall plate, seven feet six inches.
  - (d) Height to apex of rafters from top of wall plate, eight feet.
  - (e) Height of upper side of sills from ground level not to be less than two feet, and in special cases, to be higher if required by the Medical Inspector, and approved of by the Surgeon General.
  - (f) The roof may be either shingled or covered with corrugated galvanized iron sheets, and need not be close-boarded.
  - (g) The floors may be either formed of boards laid on floor beams or made of earth raised to the level of top of sills and well rammed.
  - (h) The walls shall be made of close boards.
  - (i) Each room shall have a window on the windward side and a door on the leeward side, or there may be a door on each side; if the latter, then the door on the windward side shall be in halves, so that the upper portion can form a window. Each room shall contain a platform or other suitable arrangement for sleeping, to be approved by the Medical Inspector.
  - (j) The partitions between the rooms shall be close-boarded with grooved and tongued joints to a height of two feet above the plate, the space above that to be close lathed.
4. Each range shall have a gallery not less than six feet wide by a height of not less than five feet in the clear; and running the whole length of the leeward side. In special cases, with the consent of the Medical Inspector and the approval of the Surgeon General, the gallery may be placed on the windward side.
5. Permanent ventilation shall be provided as follows:—
  - (a) A leeward "cow-mouth" four inches high running to within two feet of each end of the roof.
  - (b) The rafters shall be placed on interties, which on leeward side are to project three feet and on windward side one foot. The ventilating spaces thus formed shall be lathed not boarded.
  - (c) There shall be a series of louvres at both gables extending from the apex of the rafter downwards to a distance of four feet.
6. Each range shall be provided with a distinguishing letter and each room shall be numbered.
7. Each range shall be placed on a dam not less than thirty-six feet or more than sixty feet wide with a small drain running both in front and behind the range, and leading into the main drainage; the ground shall be sloped off towards these drains.
8. The distance between the gable of one range and the nearest of the next range shall not be less than forty feet or more than fifty feet.

9. The distance between the front of one range and the back of the one next in front shall not be less than fifty feet or more than seventy-five feet, except with the permission of the Medical Inspector.

*Made by the Immigration Agent General, with the assistance of the Medical Inspector and the approval of the Surgeon General, and approved by the Governor and Court of Policy, under section 68 of the Immigration Ordinance, 1891, this 17th day of December, 1901.*

By Command,  
J. HAMPDEN KING,  
Clerk of the Court.

## REPORT ON THE PETER'S HALL MEDICAL DISTRICT FOR THE YEAR 1911-1912.

RIVER VIEW,

EAST BANK, DEMERARA,

7th August, 1912.

SIR,

I have the honour to report as follows on the Peter's Hall Medical District for the year 1911-1912.

### ESTATES.

In comparison with previous years there were fewer cases of Malarial Fever and Pneumonia. On the other hand, Diarrhoea, Dysentery and Typhoid Fever were more than usually prevalent, this being doubtless due to deterioration of the water-supply resulting from the exceptionally long drought.

The following table shows the birth-rate and mortality of the four Diamond estates, taken together, for the year under report, compared with the average of the three previous years.

### THE DIAMOND ESTATES.

#### *Plantations Diamond, Farm, Providence and Peter's Hall.*

	Birth-rate per 1,000.	Death-rate per 1,000.
1911-1912	29.5	20.3
Average of the three previous years	29.7	24.7

These figures have reference only to the East Indians residing in the four nigger-yards, numbering 5,150, exclusive of those residing in the villages, pastures, etc.

It will be seen that last year the birth-rate exceeded the death-rate by 9.2 per thousand, and that the death-rate was 4.4 per thousand less than the average of the three previous years.

On Plantation Diamond proper, an exceptionally small number of births—52, equal to 23.9 per thousand, as compared with 72, equal to 33 per thousand, the average of the three previous years, has unfavourably affected the birth-rate of the four estates taken together.

Providence had the lowest death-rate, 16.9 per thousand. The same estate also had the highest birth-rate, 35.3 per thousand, followed closely by Farm with 34.8.

For some years past the birth-rate has been increasing and the mortality diminishing on these estates, especially Providence. I attribute this chiefly to the care exercised in the curative and preventive treatment of Anchylostomiasis and Malarial Fever, the two main causes of sickness and death among the estate coolies. I shall consider these two causes separately.

*Anchylostomiasis.*—When I took charge of this district in 1904, I found this disease exceedingly prevalent on the estates. The great majority of the coolies harboured the parasite. Their efficiency as labourers was much impaired. In both sexes deaths from acute anchylostomiasis were distressingly frequent. Some of the women were rendered sterile by the more extreme degrees of anæmia. To those who were less anæmic the stress of pregnancy proved so exhausting as to lead, in most cases, to the death of both mother and fœtus. Thus the parasite not only increased the mortality of the estates, but also adversely affected the birth-rate.

The more severe cases of infection were first dealt with. It took me some years of persistent effort, by the use of thymol and other anthelmintics in cases treated in hospital, to rid the coolies of their more dangerous degrees of infection.

Some years ago the manager of Providence carried out on his estate an efficient system for the disposal of night-soil, which was subsequently adopted on the other three estates. Re-infection has thus been to a great extent prevented.

The general result has been that the stationary coolie population of those yards is practically free from the more severe degrees of anæmia, a visibly anæmic person, if found there, being usually a new-comer from elsewhere. Deaths from acute uncomplicated anchylostomiasis are now quite exceptional. Pregnancy is seldom fatal from this cause. The improvement in the labour supply is manifest.

But although very many of the coolies have been cleared of their parasites entirely, a considerable proportion of them continue to harbour the worms in numbers which, indeed, are too small to produce an obvious effect on them when otherwise free from disease, but which, under the strain of malarial fever, and other illnesses, assert their debilitating influence. These coolies are apparently in good health, and work well, but the worms are there, ready to complicate other diseases.

How to deal with these people without impeding the work of the estates is a problem which I began to set myself to solve about four years ago. Up to that time I had been, as it were, merely pursuing the infection from the rear. I now wished to make a frontal attack on it, and entirely eliminate the parasite from the yards.

Clearly, to treat all these coolies in hospital with repeated heroic doses of parasiticide-drugs was out of the question. There are so many of them that any attempt of the kind would have disorganised the work of the estates and cost a great deal of money; and, besides, such violent treatment would have been out of proportion to the mild degree of the infection. It was necessary to discover some method which, whilst practicable and efficient would inconvenience no one.

In November, 1908, I began an experiment on a few willing subjects at Providence. I gave each of them a cachet of ten grains of thymol every night for a period of many weeks. They did not find this moderate dose of the drug to interfere in the least with their ordinary occupation. Repeated microscopical examination showed a gradual diminution of the number of ova in their dejecta, until at the end of four months the ova disappeared entirely.

This long-continued course of thymol produced no ill effect whatever, and cured completely the disease. From that time I began to use this method of treatment in numerous cases of anchylostomiasis at Albouystown Dispensary and elsewhere, with uniformly satisfactory results. A very large experience of this use of the drug has convinced me of the efficacy and absolute innocuousness of this mode of dealing with the very difficult problem presented by the widespread infection of the coolies on the sugar estates.

In the beginning of the current year, therefore, it seemed to me that the time had arrived for giving those coolies the benefit of this line of treatment. By means of microscopical examination of the dejecta, an anchylostome census of all the coolies in the yards, from five years old upwards, has been making steady progress for some months. Completed at Farm, and nearly so at Providence, the census is proceeding apace at Diamond and will ultimately take in Peter's Hall.

As soon as the presence of ova is ascertained, the person is put on the "Thymol List", and begins at once to take ten grains of the drug every night, except on Saturdays, doing his work as usual. The coolies have taken to this treatment with remarkable readiness, being fully aware of its object and anxious to get rid of their parasites. I may mention that a thymol pulverette, coated with chocolate, is obtainable, which the coolies prefer to the cachet.

The first batch of coolies placed on the list in February at Farm have been re-examined, and nearly all of them have been found free from ova and taken off the list permanently. The others will be similarly re-examined after four months of treatment, and I anticipate that the bulk of them will be found free. Some stragglers may have to continue taking their dose for a month or two more.

It will be seen that, if this system is carried out accurately, the permanent residents in those yards will be entirely freed from this dangerous infection in a very short time. It will then be a relatively simple matter to deal with newcomers in like manner.

I am glad to say that the authorities of the estates are taking a deep interest in this matter; and with their all-important help I expect that the undertaking will be entirely successful.

*Malaria.*—In April, 1910, I began to give quinine systematically to the coolies in the estate yards as a preventive against this all-pervading cause of disease.

I started with the children at Providence. In the previous month a census of their spleens was taken, and complete lists were prepared of those whose spleens were distinctly enlarged, and of the others whose spleens appeared to be normal. Then I put them all without exception, on daily doses of quinine suited to their ages for the space of three months. The beneficial effect of this began to be perceived at once. Within a very short time malarial fever became less frequent, and convulsions practically ceased to occur.

Having thus brought them up to a more healthy standard, I restricted the daily doses to those with enlarged spleens, and relegated the others to a weekly dose. The manager gave

me his enthusiastic co-operation, without which success would not have been attainable. The sicknurse and his assistants carried out the additional duties thus thrown on them readily and whole-heartedly.

Not only have attacks of malarial fever almost ceased among those children, but their spleens have been steadily diminishing in size. Repeated splenic censuses have resulted in a shortening of the list of those taking daily doses, and a corresponding lengthening of the weekly list.

The system was soon adopted by the other estates; and the matter was brought to the notice of the Medical Inspector at an early date.

In order to extend the benefit of this quinine distribution to the adults larger machinery was required. The managers of Farm, Providence and Peter's Hall have solved the difficulty by dividing the ranges in their yards among the drivers, each of whom is given charge of a few ranges. Each driver is supplied with two lists, one containing the names of those with normal spleens, the other, those with enlarged spleens. To the former he gives a weekly dose of five grains; to the latter, a like dose daily, with an additional five grains when the spleen is very large. The drivers are supervised by the principal sicknurse. The occurrence of malarial attacks, and the results of the periodic splenic censuses show which of the drivers distribute the quinine carefully, and which of them shirk the work.

The results are seen in the marked reduction of the number of cases of, and deaths from, malarial fever. The adoption of this systematic distribution of quinine to the adults by the drivers at Diamond would doubtless have a like happy influence on the sickness-rate and mortality of that estate.

The salutary effect of the adoption of these measures for the cure and prevention of anchylostomiasis and malarial fever is seen most markedly in the high birth-rate and low mortality of Providence yard. A birth-rate of 35.3, and a mortality of 16.9 per thousand are highly encouraging figures.

There is therefore every reason to hope that, with the entire elimination of the anchylostome from these estates by the method described above, and the more complete control of malaria by still greater accuracy in the administration of quinine to the people, the birth-rate on these estates, in spite of the inequality of the sexes, can be kept well above 30 per thousand, and the mortality considerably below 20.

But a relatively high birth-rate, a low sickness-rate and mortality, and a prompt improvement in the labour supply, do not complete the list of benefits to be derived from these measures.

Anyone who has closely observed the East Indians in this colony knows that there is a marked difference in physique between the immigrants and those born here. Speaking generally it may be said that, compared with the Creole coolies, the immigrants are heavier and more muscular, their bones are thicker, their features coarser. They are stronger and more vigorous people. In a "tug of war" they run away with the Creole-born.

The effect of local rearing on the race tends, therefore, to physical deterioration, to the production of a light-weighting, thin-boned and delicate-featured man, having less capacity for prolonged, hard muscular effort.

Of the factors concerned with the production of this physical deterioration the two most important are, undoubtedly, malarial fever and anchylostomiasis.

The Creole coolie who begins to suffer from malarial fever in the first months of his existence, and who is burdened with an enlarged spleen from that time onwards throughout his growing years, lies under disabilities which are ceaselessly thwarting the natural tendency of the vital forces within him to raise him to his maximum of physical development. If to these disabilities from Malaria be added the constant draining of his blood through the bites of anchylostomes, it is easy to understand that such an individual inevitably tends towards the ranks of the degenerate.

Many such are being reared in the villages of the colony—a menace to its future vital interests.

On the sugar estates—the other great nursing-ground of the East Indian race here—the adoption of the modes of prevention described above will enable the children to grow into stronger, more virile and desirable citizens.

*Water-supply.*—On these estates an entirely satisfactory water-supply remains a desideratum. The supply is best at Providence.

*Villages.*—The sanitary condition and water-supply continue to be unsatisfactory.

I have no figures relative to the vital statistics of these villages. Fewer cases came under my notice during the year than in previous years.

I have the honour to be,

Sir,

Your obedient Servant,

J. E. A. FERGUSON,  
G.M.O.

The Honourable  
The SURGEON GENERAL.

## APPENDIX 8.

Table 3.

RETURN SHOWING THE NUMBER OF OUT-PATIENTS TREATED AT ESTATES' HOSPITALS DURING THE YEAR 1911-12.

Hospitals.	Indentured.			Unindentured.			Total.		
	M.	F.	T.	M.	F.	T.	M.	F.	T.
<i>Barbica—</i>									
Skeldon ...	23	12	84	156	85	241	178	97	275
Springlands ...	10	3	13	68	38	96	73	36	109
Port Mourant ...	12	14	26	879	189	518	391	153	544
Albion ...	10	39	49	328	155	483	338	194	532
Rose Hall ...	70	71	141	299	172	471	369	243	612
Friends ...	35	28	63	181	106	267	196	184	380
Providence ...	31	22	53	96	47	143	127	69	196
Mara ...	4	...	4	11	14	25	15	14	29
Blairmont ...	482	141	323	113	71	184	595	212	807
Bath ...	...	...	...	...	...	...	...	...	...
Total ...	676	330	1,006	1,606	822	2,428	2,282	1,152	3,434
<i>Essequibo—</i>									
Golden Fleece ...	4	8	12	180	100	280	184	108	292
Taymouth Manor ...	...	...	...	43	84	77	43	34	77
Anna Regina ...	...	...	...	48	40	88	48	40	88
Hampton Court ...	2	...	2	96	83	129	98	33	131
Marionville ...	10	4	14	167	128	290	177	127	304
Total ...	16	12	28	584	330	664	550	342	892
<i>Demerara—</i>									
Cane Grove ...	1	1	2	60	30	90	61	31	92
Melville ...	...	...	...	11	4	15	11	4	15
Cove & John ...	2	2	4	15	8	23	17	10	27
Hopo ...	16	3	18	20	7	27	36	9	45
Enmore ...	20	2	22	30	34	64	50	36	86
Nonpareil ...	25	2	27	85	53	133	110	55	165
Lusignan ...	3	4	7	3	...	3	6	4	10
Mon Repos ...	...	...	...	...	...	...	...	...	...
La Bonne Intention ...	...	...	...	6	4	10	6	4	10
Success ...	4	8	12	267	250	517	371	258	629
Vryheid's Lust ...	...	...	...	378	367	765	378	387	765
Ogle ...	112	77	189	767	637	1,454	879	764	1,643
Diamond ...	56	78	134	156	99	255	212	177	389
Farm ...	5	3	8	99	75	174	104	78	182
Providence ...	1	7	8	98	64	162	99	71	170
Houston ...	...	...	...	66	64	130	66	64	130
Wales ...	15	7	22	2	...	2	15	7	24
Nismes ...	40	36	76	1	3	4	41	39	80
Schoon Ord ...	...	...	...	...	...	...	...	...	...
Versailles ...	10	...	10	1	...	1	11	...	11
Leonora ...	3	...	3	18	10	28	21	10	31
Uitvlugt ...	1	1	2	12	4	16	13	5	18
De Kinderen ...	11	2	13	18	9	27	29	11	40
Tuschen ...	...	...	...	20	12	32	20	12	32
Total ...	325	232	557	2,133	1,804	3,937	2,459	2,036	4,494

## SUMMARY.

BARBICE ...	676	330	1,006	1,606	822	2,428	2,282	1,152	3,434
ESSEQUIBO ...	16	12	28	584	330	664	550	342	892
DEMERARA ...	325	232	557	2,133	1,804	3,937	2,459	2,036	4,494
Total ...	1,017	574	1,591	4,273	2,956	7,229	5,290	3,530	8,820

## APPENDIX 8—contd.

Table 4.

SHOWING THE DISEASES TREATED IN EACH ESTATE'S HOSPITAL AND THE NUMBER OF DEATHS.

DISEASES.	HOSPITALS, BERBICE.																						
	Skeldon.		Springlands.		Port Mourant.		Albion.		Rose Hall.		Blairmont.		Mara.		Friends.		Providence.		Bath.		Totals.		
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	
<b>I.—GENERAL DISEASES.</b>																							
Measles ...	1		3		1		1		1						3						10		
Whooping Cough ...																					5		
Influenza ...					15	1	70							14							102	1	
Febricula ...	23		4		53		154				10										244		
Enteric Fever ...					9	1	18	5													27	6	
Mumps ...							2										3				9		
Dysentery ...	16		7		4		8	4	35	1	74	1	33	1	16		12		14	1	209	8	
Malarial Fever ...	555	7	195	3	57	1	332	3	763	3	1333	10	636	3	434	2	190	2	77	3	4,633	87	
Black Water Fever...									5	1	5						1				14	1	
Convulsions, Infantile	8												2								5		
"    Puerperal																					1	1	
Anæmia .....							3	1													1	1	
Erysipelas .....									1	1											1	1	
Septicæmia .....					0	1							1	1	1	1					2	4	
Tetanus ...							1	1									1	1			1	1	
Tuberculosis (Pulmonary)	4		2	2	2	1			2	1			3	1			1	1			15	6	
Leprosy ...			1					2													5	1	
Yaws ...								2							5	1					7	1	
Syphilis .....	1		2		1				20		9		5		1		1				40	5	
(Inherited) ...												6	5						2		8	5	
Condyloma .....							1														1	1	
Shingles ...													3								3		
Hæmophilia .....									1												1	1	
Scurvy ...													1								1	1	
Alcoholism .....			1		1						1		39	1							42	1	
Rheumatism .....	10		3		1		13	17		17		9			9		7			1	70	1	
Sciatica ...							2						1								3		
Epithelioma .....								1							2	1					3	1	
Senectus ...									1												2	1	
Anæmia ...	18	1	1	1	6		5	56	5	5	1			37	2	17	1	2		149	11		
Marasmus ...					2	1															3	1	
Diabetes, Mellitus ...							1	1													1	1	
Debility ...	26		7		4	1	14	4	2				16	2	6		8				78	7	
Senile Decay ...			1		1																2		
<b>II.—LOCAL DISEASES.</b>																							
<b>1. Diseases of the Nervous System—</b>																							
<b>(a) Dis. of the Brain and Spinal Cord—</b>																							
Meningitis .....												2	1								2	2	
Cerebral Hemorrhage									1	1		1									3	2	
Do, Spinal ...			1	1				1													1	1	
Hemiplegia .....																					1		
Paraplegia .....							1														1		
<b>(b) Diseases of the Nerves—</b>																							
Neuralgia .....											2										2		
Neuritis (Peripheral)											1		1								2		
Herpes Zootic .....						1															1		
<b>(c) Functional Diseases—</b>																							
Epilepsy ...	1				2		7						11		2		2				25		
Hysteria ...							1					2		1							5		
Cephalalgia .....							3		1		3		1								9		
<b>(d) Mental Diseases—</b>																							
Mania ...						1				1											2		
Dementia ...																					1		
Vertigo ...													1								1		
Paralysis ...																					2		
<b>3. Diseases of the Eye—</b>																							
Foreign body in Eye								1													1		
Conjunctivitis ...							2			2		3		7		1					8	1	
Keratitis ...	6						2			1											9		
Cyst ...										2											2		
Iritis ...										2				1							15		
Corneal Ulcer ...							6		4	1		6									17		
Ophthalmia ...							1			2		1					1				5		
Carried forward ...	664	8	335	3	191	7	676	18	936	13	1476	14	779	15	572	6	242	4	100	6	5,871	93	

TABLE 4—contd.

Showing the Diseases treated in each Estate's Hospital and the Number of Deaths.

DISEASES.	HOSPITALS, BERRICK.																					
	Skeldon.		Springlands.		Port Mourant.		Albion.		Rose Hall.		Blairmont.		Mara.		Friends.		Providence.		Beth.		Totals.	
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
<b>LOCAL DISEASES—(contd.)</b>																						
Brought forward ...	664	8	235	8	191	7	678	18	838	13	1476	14	729	15	32	6	242	4	100	6	3,871	99
<b>2. Diseases of the Eye—(contd.)</b>																						
Pterigium ...							3														3	
Injuries ...					1				2		2		2		3		1				11	
Stye ...	1				1		2														4	
Dacryocystitis ...											1										1	
Photophobia ...																					2	
Caruncle ...													1								1	
<b>3. Diseases of the Ear—</b>																						
Abscess ...													3		4						7	
Otorrhoea ...			1		2		3						1								7	
Otitis ...	4						1				1		2								8	
Otalgia ...					1																1	
Earache ...									1												1	
Auditory Catarrh ...									1												1	
<b>4. Diseases of the Nose—</b>																						
Epistaxis ...									1												1	
Catarrh ...													1								1	
<b>5. Dis. of the Circulatory System—</b>																						
Cardiac ...	1																				1	
Valvular Heart Disease ...	1		1								1										6	
Functional Heart Disease ...							4								1						5	
Aneurism ...											1										1	
Embolism ...					1																1	
Syncope ...	3		1										1								5	
Morbus Cordis ...					4		2														4	
<b>6. Dis. of the Respiratory System—</b>																						
Empyema ...															1						1	
Laryngitis ...					1				2												4	
Bronchitis ...	18	1	11	1	33	4	28	4	121	2	18	3	19	1	72	4	34		5		358	20
Bronchial Catarrh ...	57	10			59		117		58		107		29		24		23				481	
Pneumonia ...	10	6	7	7	4		2	1	30	9	25	9	33	15	9	2	7	2	18	7	145	57
Pleurisy ...											2		1								3	
Pleurodynia ...	1						3		1		3										5	
Asthma ...	11		26		23	1	48		85		13		19		30		11				262	1
Bronchiectasis ...											4								1		1	1
Atelectasis Pulmonum ...											1	2									1	1
Phthisis ...													5								5	
Gastrodynia ...			1																		1	
Abscess of Lung ...																	1	1			1	1
<b>7. Dis. of the Digestive System—</b>																						
Enlarged Gland ...	1																				1	
Gum boil ...	2		2						2		3				1						10	
Herpes Oris ...							4		3						2						4	
Stomatitis ...	1		1		4																19	
Pharyngitis ...					4		3								1		1				9	
Dentition (morbid) ...															2		1				3	
Tonsillitis ...	6		1						1		3				2		2				15	
Gastritis ...									1												1	
Dyspepsia ...	4				28		59		1				8	1	5						1	1
Singultus ...																					107	
Gastric Ulcer ...											1										1	
Parotitis ...													1	1							1	1
Gingivitis ...					1																1	
Enteritis ...							6	6	3	2											2	10
Simple Diarrhoea ...	58	2	39	3	132	2	216	2	73	6	149	8	21	1	17	2	19	4	6	1	730	31
Cholera ...	17		5		38		104		3		30		19		13		4				238	
Hæmorrhoids ...									1						1						6	
Anal Fistula ...	1																				1	
Hernia (strangulated)	1																				1	
Do. (others) ...													2								3	
Constipation ...	4		1																		3	
Hepatic Congestion ...									6		2		6		5				1		27	
Hepatitis ...	1		1						2				3								8	
Hepatic Cirrhosis ...	1				3		2	1													7	1
Jaundice ...	4		1		2		4		2		9										6	1
Carried forward ...	874	17	845	1	542	22	1280	28	1838	30	1854	40	961	34	773	14	349	11	143	21	8,459	238

TABLE 4—contd.

Showing the Diseases treated in each Estate's Hospital and the Number of Deaths.

DISEASES.	HOSPITALS, BERBICE.														Totals.								
	Skeldon.	Springlands.	Port Mourant.	Albion.	Rose Hall.	Blairmont.	Mars.	Friends.	Providence.	Fath.	Totals.		Deaths.										
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.									
<b>11. LOCAL DISEASES—(contd.).</b>																							
Brought forward	874	17	345	31	542	22	1280	28	1838	30	1854	40	961	34	778	14	849	11	143	21	8,459	238	
<i>7. Dis. of the Digestive System—(contd.).</i>																							
Peritonitis					1										1							2	
Hæmatemesis																						1	
Tonsillar Abscess																						1	
Intestinal Catarrh										149	3										193	4	
Gastro Enteric Catarrh																						1	1
Pharyngitis																						2	
Appendicitis										1												2	
Typhilitis		1																				1	
<i>8. Dis. of Lymphatic System—</i>																							
Ganglion							1															1	
Adenitis					6		23		12		2		1		5		8					51	
Lymphangitis					1		2		1													4	
Enlarged Spleen					1		2		4								1					15	
Splenitis		1	4		1		2		4				2									2	
Perisplenitis																						1	
Lymphadenitis																						1	
Perisplenaigia										1												1	
<i>9. Dis. of the Urinary System—</i>																							
Bright's Disease		4	2	9	4	7	2	8	5	12	2	2	1	26	7		8	4		7	2	89	23
Acute Nephritis						2		2						1	1							5	1
Cystitis										1					3							4	
Urethral Stricture						2																2	
Retention of Urine		1													1							2	
Uræmia							1	1		1	1		2	2								4	4
Hæmaturia					1					1			4	1								6	1
Albuminuria		1										3										4	
<i>10. Dis. of the Generative System—</i>																							
Venereal Warts									1													1	
Epididymitis											1											1	
Balanitis					4		4						1									10	
Venereal Ulcer					4		1			21												26	
Phymosis		1							1													2	
Paraphymosis						1							1									4	
Hydrocele					1							1			3							5	
Varicocele							1															1	
Orchitis					4		9		3		1		2		1		1					22	
Gleet					3		1				1											3	
Gonorrhœa		7			12		12		25		14		11		8		17					106	
Bubo...			1		1						4		6									12	
Leucorrhœa		4			1		8		1						2		1					17	
Dysmenorrhœa		5			2		1		1		2			1								13	
Menorrhagia		1					12		8		1			7		3						27	
Uterine Hæmorrhage		1																				1	
Metorrhagia					4									3								7	
Pregnancy			3						2					1								6	
Abortion		2					1		4		1		1		3							14	
Threatened Abortion			2								2		2		2							2	
Premature Parturition									2	1	2	2			2	2						6	5
Normal do.		1					7		2		5		13		4							33	
Abnormal do.							2															2	
Perimetritis															1							1	
Mastitis							5		3													8	
Eclampsia											2	2										4	
Procidencia Uteri											1											1	2
Chancroids													12									12	
Chancre			1												6		2					9	
<i>11. Dis. of Locomotive System—</i>																							
Lumbago			1		4		12		2		4		2		1							27	
Synovitis		1			1		7		4				3		1		1					19	
Brusitis											1											1	
Perioatitits			3		1		2		3						1							10	
Necrosis																						2	1
Syphilitic Ostitis											1											1	
Myalgia		7			11		19				7											45	
Arthritis		1																				1	
Arthralgia					5		18															1	
Teno-Synovitis					1																	23	
Carried forward	912	19	374	35	628	24	1433	34	1567	37	1934	45	1057	46	830	16	430	16	150	2	9,339	286	



TABLE 4—*contd.*

Showing the Diseases treated in each Estate's Hospital and the Number of deaths.

Diseases.	HOSPITALS, BERVICÉ.																			Totals.	Deaths.																						
	Skeldon.		Springlands.		Port Mourant.		Albion.		Rose Hall.		Blairmont.		Mara.		Friends.		Providence.		Bath.																								
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.			Deaths.																					
<b>II. LOCAL DISEASES—<i>contd.</i></b>																																											
Brought forward																						912	19	374	25	628	24	1489	34	1567	37	1934	45	1057	46	830	16	439	16	159	21	9388	286.
<b>12. Diseases of Cellular Tissue—</b>																																											
Cellulitis	1				83		66		12		7		93		8		2		6			183																					
Whitlow		1																			2																						
Abscess (superficial)	17		8		9		14		27		29		28		7		9		1		148																						
Do. (deep seated)	1		1		1																8	1																					
Carbuncle							2		1												3																						
Gangrene									1	1											1	1																					
Sinus											1										1																						
Mammary Abscess													2								2																						
Edema	2		1								19										22																						
<b>13. Diseases of Cutaneous System—</b>																																											
Corns										1											1																						
Ulcers	24		9		80		105		84		89		128		46		17		1		538																						
Onychia									19		1				6		1				27																						
Furuncles	18				18		84		18		26		1		2		5				120																						
Erythema	1																				1																						
Urticaria							1		1												2																						
Herpes	1						3		2												10																						
Ring Worm	9				15		40		5		26		1		1						97																						
Scabies	7		2		1		2		22		5		4		10		8				56																						
Chigoes	15				6		15		42		44		4		8		11				145																						
Pustules	24		1		41		123		67		66		53		22		11				498																						
Ankylostomum Dermatitis					1		1		19												21																						
Ground Itch	10		2				2		5				3		3		1				26																						
Pemphigus											1										2																						
Eczema	2		1		46		99		3		28		2								162																						
Acne											1										1																						
Impetigo													2								2																						
Excoriation	6																				6																						
<b>III. PARASITIC DISEASES—</b>																																											
Anchyllostomiasis	19		1		125	2	72	1	9	1	52	1	68		28		14		1	1	389	6.																					
Filariasis					1				1		4										9																						
Tape Worm					4																4																						
Tinea													1								1																						
Vermes	1				3																4																						
<b>IV. POISONS—</b>																																											
Ganje			1										1								2																						
Snake							1				1										3																						
Insect Sting									1		1				1						3																						
Bites					2						1										3																						
Belladonna					1																1																						
<b>V. INJURIES—</b>																																											
Burn	1		3	1	4		3		1		2		1								15	1																					
Scald	4	1			2		5	1			1										14	2																					
Contusion	8		4		12		36		17		9		1		17		14				118																						
Abrasion	6				4		2		1		2		1		3		2				21																						
Fracture Simple	1				1		1		1						1						5																						
Do. Compound																					1																						
Crushed Finger									1												1																						
Asphyxi									1	1											1																						
Injury to Abdomen					1	1	1	1													2	1																					
Cut Throat							1														1																						
Hæmorrhage from Wound							1	1													1	1																					
Sprains	1				3		18		8						2						33																						
Inoised Wound	51				75		180		90		38		91		45		3				580																						
Contused do.	9		5		3		13		16		4		6		5		9				71																						
Punctured do.	14		2		9		13		38		21		8		10		4				118																						
Lacerated do.	1		3		7						3		2		2						20																						
Septic do.									1												2																						
Alligator Bite							4														6																						
Under Observation			9		18		20		1		19				3		5			3	73	1																					
Gunshot Wound		1																			1																						
Not Sick	78		14		28		38		33		69		60		23		14				374																						
<b>GRAND TOTAL</b>	<b>1242</b>	<b>20</b>	<b>442</b>	<b>27</b>	<b>1121</b>	<b>27</b>	<b>2366</b>	<b>39</b>	<b>2099</b>	<b>40</b>	<b>2541</b>	<b>46</b>	<b>1559</b>	<b>46</b>	<b>1083</b>	<b>16</b>	<b>572</b>	<b>16</b>	<b>182</b>	<b>25</b>	<b>18209</b>	<b>301</b>																					

TABLE 4—contd.

Showing the Diseases treated in each Estate's Hospital and the Number of deaths.

Diseases.	HOSPITALS, BERBICE.																						
	Skeldon.		Springlands.		Port Mourant.		Albion.		Rose Hall.		Blairmont.		Mara.		Friends.		Providence.		Bath.		Totals.		
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	
<b>SURGICAL OPERATIONS—</b>																							
Major (define)—																							
Instrumental Parturition ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	1
Minor (define)—																							
Abscess, opened ...	...	...	...	...	...	...	...	...	1	...	16	...	...	...	...	...	...	...	...	...	4	...	31
Sinus, laid open ...	...	...	...	...	...	...	...	...	2	...	2	...	...	...	...	...	...	...	...	...	3	...	5
Circumcision ...	...	1	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	2
Amputation of Toe ...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	1
Inflamed Gland Extirpated ...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	1
<b>TOTAL</b> ...	...	1	...	...	...	...	...	...	5	...	18	...	...	...	...	...	...	...	...	...	8	...	82

TABLE 4—

Showing the Diseases treated in each Estate's

Diseases.	HOSPITALS, DEMERARA.																									
	Cane Grove.		Melville.		Cove & John.		Hope.		Enmore.		Nonpareil.		Lusignan.		Mon Repos.		Le Bourd Inter-tion.		Success D'rara.		Vryheid's Lust.		Ogle.			
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.		
<b>I. GENERAL DISEASES—</b>																										
Measles ...	38									19		5												1		
Whooping Cough ...		1																1								
Influenza ...	155		16									9						3								
Fabricula ...								1			3	23	1		3			17						11		
Enteric Fever ...					2			10	1	5	4	3	1											2		
Mumps ...	10						4				6	6			2			3						6		
Dysentery ...	56	4	11	1	30		85	1	91	4	61	3	123	16	252	10	21		42				3	2	76	
Malarial Fever ...	284	2	71		108	2	328	3	429	10	1127	9	862	4	39	5	287		302	5	115	4	434	1	2	
Blackwater Fever ...					1						3	2												8	2	
Convulsions (Infantile)	4		2		1		1	1	3				12	1			1		1		3	2				
" (Puerperal)													1	1												
Erysipelas ...								1					2													
Septicæmia ...			1																					1	1	
Tetanus ...																					4					
Tuberculosis (Acute General)									2	1				1												
Do. (Pulmonary)	16	2	12	1									1	3	1				2	1				4	2	
Do. (Other Forms)																		1	2							
Leprosy ...																										
Yaws ...																										
Syphilis ...	21						4				15		1					1		4				3		
Do. (Inherited)			1																							
Vaccinia ...	2																									
Condylomata Lata ...																										
Salivation ...					1																					
Vomiting ...																										
Granuloma ...																										
Scurvy ...																								1		
Alcoholism ...												1														
Rheumatism ...	8		4		3		9		12		39		21		2		1						14		28	
Rheumatic Fever ...																			25							
New Growth, non-malignant (deafness)									1																	
Myalgia ...	2											1														
Anasarca ...												1														
Anæmia ...					3		9		9		13	1	49	1	3		4		8		7			17		
Marasmas ...	1						1		1	1	4	5	4	1	1						1					
Debility ...											1		20	1	3		2		5		2				6	
Senile Debility ...																	3	3								
<b>II. LOCAL DISEASES—</b>																										
<i>Dis. of the Nervous System.</i>																										
<i>(a) Diseases of the Brain and Spinal Cord—</i>																										
Meningitis ...																							2	1	1	1
Cerebral Haemorrhage		1	1																1	1						
Sclerosis (define)																										
Hemiplegia ...													4	3												
Locomotor Ataxia ...																									1	
Paraplegia ...					1																					
<i>(b) Diseases of the Nerves—</i>																										
neuralgia ...		1																					1			
Neuritis (Peripheral)										1															1	
Sciatica ...																										
<i>(c) Functional Diseases—</i>																										
Epilepsy ...		1		1						1						1				1						
Hysteria ...										1										1						
Cephalalgia ...																										
Chorea ...		2																								
Sunstroke ...																				1						
<i>(d) Mental Diseases—</i>																										
Mania ...									1																	
Melancholia ...																										
Dementia ...		1																								
Congenital Mental Defect																										
Carried forward	597	9	121	4	150	7	445	5	570	18	1296	26	1170	34	313	16	346	8	404	6	198	13	596	10		



TABLE 4—

Showing the Diseases treated in each Estate's

DISEASES.		HOSPITALS, DEMERARA.																							
		Cane Grove.		Melville.		Cove & John.		Hope.		Enmore.		Nonpareil.		L'Amignan.		Mon Repos.		La Bonne Inter- tion.		Success.		Vryheid's Lust.		Ogle.	
		Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
<b>II. LOCAL DISEASES—(contd.).</b>																									
Brought forward ...		597	9	121	4	150	7	445	5	570	16	1296	28	1170	34	818	16	316	8	404	6	198	18	596	10
<b>Diseases of the Eye—</b>																									
Abscess ...																									
Conjunctivitis ...		3						12		9		12		4		5		3		3				12	
Keratitis ...																									
Scleratitis ...																									
Iritis ...																									
Corneal Ulcer ...		4										1		3		2		1							
Ophthalmia ...																									
Pterigium ...																									
Injuries ...																									
Foreign body in Eye ...																									
Blepharitis ...																									
Congd. after removal of Eye...																									
<b>Diseases of the Ear—</b>																									
Abscess ...																									
Otorrhoea ...		1						3		4		5		2				1		1		1		9	
Otalgia ...																									
<b>Diseases of the Nose—</b>																									
Epistaxis ...																									
Catarrh ...																									
Injuries ...																									
Ulceration ...																									
Foreign body ...																									
<b>Diseases of the Circulatory System—</b>																									
Pericarditis ...																									
Abdominal Tumor ...																									
Valvular—Heart Disease		3	1	1														1	1			3		3	
Functional ...																									
Phlebitis ...																									
Pain in Liver ...																									
Malformation of Heart		1	1																	1					
Heart Failure ...																									
<b>Diseases of Respiratory System—</b>																									
Laryngitis ...																									
Bronchitis ...		71	1	19	1	13	2	13	4	33	1	21	9	26	2	5	2	10	1	66	2	63	5	5	2
Bronchial Catarrh ...		74	14	19		12		32		86		115	22	22		22		30		83		15		93	
Pneumonia ...		17	8	3		2		7		8		8		27		15		3		39		29		31	
Pleurisy ...		3				2		2		3		1										1			
Pleurocystis ...		1				1																			
Asthma ...		41	1	16		10	1	5		17		9		22		8		1		8		7	1	10	1
Chronic Bronchitis																									
Hemoptysis ...																									
Phthisis ...																									
<b>Diseases of the Digestive System—</b>																									
Aphtha ...																									
Gumboil ...		7						1		3								1							
Stomatitis ...																									
Dentition (morbid) ...		1				4		2		5		2								1		1		11	
Tonsillitis ...		2	1	1		3		1		8		3		5		1				2				3	
Gastritis ...																									
Dyspepsia ...																									
Gastric Ulcer ...																									
Hiccough ...																									
Enteritis ...																									
Simple Diarrhoea ...		47	1	4		7		5		20		46		52		15		14		17		19		17	
Choleraic ...																									
Colic ...		12	3	7		1		2		13		3		3		10		1		4				5	
Hæmorrhoids ...																									
Anal Fistula ...																									
Prolapus ani ...																									
Hernia (strangulated)		1				1				1				1						5					
" others ...		2																							
Constipation ...		1		3						1												1		30	
Carried forward ...		890	16	196	8	214	18	523	10	697	23	1476	51	1496	60	391	22	425	16	588	21	346	33	306	19

contd.

Hospital and the number of Deaths.

HOSPITALS, DEMEBARA.																																																																																																														
Diamond.	Yarn.	Providence.	Houston.	Wales.	Nimes.	Schoon Ord.	Versailles.	Leonora.	Uitvingt.	DeKinderen.	Tuschen.	Totals.	Totals.																																																																																																	
Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.																																																																																			
1216	29	264	10	532	18	258	4	894	17	543	9	72	10	661	5	531	15	1000	28	523	16	135	19	12855	336	1	77	11	1	14	22	24	1	5	1	1	1	18	34	6	5	2	1	1	1	2	1	10	7	2	1	1	1	2	41	50	17	343	117	34	266	18	1	1	1	1	1	18	37	14	33	15	36	1	1	1	1	1	1	1	1	1	1	1	1608	50	539	27	907	39	343	8	903	27	601	11	85	12	710	12	591	29	1343	47	667	25	240	33	16,786	611

Showing the Diseases treated in each Estate's

DISEASES.	HOSPITALS, DEMERARA.																							
	Cane Grove.		Melville.		Cove and John.		Hope.		Emmore.		Nonpareil.		Lansignan.		Mon Repos.		La Bonne Intention.		Success.		Vryheid's Lust.		Ogle.	
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
II. LOCAL DISEASES—(contd.).																								
Brought forward ...	890	16	196	8	214	18	523	10	697	23	1476	51	1496	60	391	22	425	16	588	21	348	38	906	18
<i>Dis. of the Digestive System—(contd.).</i>																								
Hepatitis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Hepatic Abscess ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Do. Chirrosis ...	1	1	1	...	...	...	...	...	8	1	1	...	12	...	2	...	8	...	...	...	1	...	...	...
Jaundice ...	15	1	1	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Peritonitis ...	...	...	...	...	...	...	...	...	...	...	1	1	...	...	...	...	...	...	1	...	...	...	...	...
Hæmatemesis ...	...	...	...	...	...	...	...	...	3	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Appendicitis ...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...
Colitis ...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Dental Caries ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Mal Cachexia ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Cholelithiasis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
<i>8. Dis. of the Lymphatic System—</i>																								
Adenitis ...	17	...	4	...	1	...	...	...	1	...	13	...	5	...	...	...	1	...	2	...	1	...	10	...
Lymphangitis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Enlarged Spleen ...	8	...	5	...	...	...	...	...	1	...	1	...	4	...	...	...	4	...	3	...	2	...	...	...
Tongue-Tied ...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...
Parotitis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
<i>9. Dis. of the Urinary System—</i>																								
Bright's Disease ...	13	4	5	2	5	3	4	...	6	2	12	3	3	2	2	2	2	1	2	...	3	...	4	2
Acute Nephritis ...	...	...	...	...	...	...	1	...	...	...	...	...	3	1	...	...	1	...	...	...	...	...	...	...
Cystitis ...	...	...	...	...	...	...	1	...	...	...	2	...	...	...	...	...	...	...	...	...	...	...	...	...
Retention of Urine ...	...	...	...	...	...	...	...	...	...	...	...	...	2	...	...	...	...	...	...	...	...	...	...	...
Ūremia ...	...	...	...	...	...	...	1	1	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...
Hæmaturia ...	...	...	...	...	...	...	...	...	...	...	...	...	3	...	...	...	...	...	...	...	...	...	...	...
<i>10. Dis. of the Generative System—</i>																								
Floughing Penis ...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...
Epididymitis ...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	2	...	...	...	...	...
Balanitis ...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...
Phymosis ...	2	...	...	...	1	...	1	...	...	...	...	...	2	...	...	...	...	...	...	...	...	...	...	...
Paraphymosis ...	...	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...
Hydrocele ...	1	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Ochitis ...	9	...	1	...	3	...	2	...	4	...	4	...	1	...	...	...	1	...	6	...	...	...	...	...
Hæmatocele ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Gonorrhœa ...	7	...	1	...	5	...	16	...	12	...	17	...	35	...	7	...	3	...	10	...	1	...	6	...
Leucorrhœa ...	8	...	...	...	...	...	...	...	2	...	...	...	3	...	...	...	1	...	2	...	...	...	...	...
Dysmenorrhœa ...	...	...	...	...	...	...	1	...	2	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...
Monorrhagia ...	1	...	1	...	...	...	7	...	...	...	...	...	...	...	...	...	...	...	1	...	...	...	...	...
Vaginitis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Uterine Hæmorrhage ...	1	...	...	...	...	...	...	...	...	...	...	...	3	...	...	...	...	...	...	...	...	...	...	...
Bubo ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Premature Birth ...	...	...	...	...	...	...	4	4	3	3	...	...	3	3	...	...	...	...	...	...	...	...	...	...
Abortion ...	1	...	...	...	...	...	3	4	4	...	7	...	1	...	...	...	1	...	2	...	...	...	2	...
Threatened Abortion ...	...	...	...	...	...	...	1	1	1	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Premature Parturition ...	...	...	...	...	1	1	2	1	1	...	4	4	2	2	...	...	2	...	...	...	...	...	...	...
Normal Parturition ...	17	...	...	...	...	...	2	1	...	...	5	6	...	...	2	...	...	...	1	...	...	...	...	...
Abnormal Parturition ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Pregnancy ...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Metritis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	2	...	...	...	...	...
Endometritis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Perimetritis ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1
Mastitis ...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Puerperal Fever ...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Chanoroids ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	18	...	...	...	...	...	...	...
Chanore ...	...	...	...	...	...	...	...	...	...	...	...	...	4	...	...	...	...	...	...	...	...	...	...	...
Circumcision ...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
<i>11. Dis. of Locomotive System—</i>																								
Lumbago ...	1	...	1	...	...	...	...	...	...	...	6	...	2	...	...	...	...	...	...	...	...	...	...	...
Synovitis ...	4	...	1	...	2	...	...	...	...	...	1	...	4	...	1	...	...	...	...	...	...	...	...	...
Periostitis ...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Caries ...	...	...	...	...	...	...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Myalgia ...	...	...	1	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Carried forward ...	988	23	222	10	231	17	568	16	743	29	1558	59	1607	64	405	24	457	19	625	21	370	33	963	21





TABLE 4

Showing the Diseases treated in each Estate's

DISEASES.	HOSPITALS, DEMERARA.																							
	Cane Grove.	Melville.	Cove and John.	Hope.	Enmore.	Nonpareil.	Insignan.	Mon Repos.	La Bonne Inten-tion.	Success.	Vryheid's Lust.	Ogle.												
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.		
II. LOCAL DISEASES—contd.																								
Brought forward ...	988	22	222	10	234	17	568	16	743	29	1553	59	1607	68	405	24	457	17	625	21	370	33	963	21
12. Dis. of Cellular Tissue—																								
Cellulitis ...	1			1	4	1		8	58	18	44	8	1	2	2	2								2
Whitlow ...		1			1	1																		2
Abscess (Superficial) ...	35	4	5	5	13	15	19	2	7	8	1	20	25											
Abscess (deep-seated) ...				4	3	1					1	1												
Carbuncle ...		1																						
Gangrene ...										1														
13. Dis. of Cutaneous System—																								
Pemphigus ...																								
Ulcers ...	59	9	34	78	77	105	68	26	19	29	14	108												
Onychia ...	4	2		8	12	31	3	10	1	6		7												
Furunculoes ...	20	3	2																					
Erythema ...																								
Urticaria ...					1	1	1	1				1	3											3
Herpes ...	1				1	3	1	4	2	1	3	12												12
Ring Worm ...					3	10	5	1	2	2	2	2	2											2
Scabies ...	21				10	41	52	4	28	48		74												
Chigoes ...	14		12	2	10	8	192	38	45	112	18	233												
Pustules ...	30	4	8	2	22	8	85	3	4	13		88												
Ground Itch ...	7	2	1		9	7																		
Pruritus ...																								
Eozema ...	2																							
Verruca ...																								
Impetigo ...																								
Dermatitis ...																								
Edema ...																								
Phlegmon ...																								
III. PARASITIC DISEASES—																								
Anchylostomiasis ...	86	3	35	3	4	1	5	2	7	1	8	2	13	1	3	2	15						42	1
Filariasis ...	4																							5
Tapeworm ...																								2
Ascariasis ...					1																			
Vermes ...																								
IV. POISON—																								
Opium ...																								
Canje ...																								1
Snake ...																								
Insect Sting ...		1																						1
Dog Bite ...		1																						
Ptomaine ...																								
V. INJURIES—																								
Spina, Nose and Wrist																								
Burn ...	4	1	3	2	1		1	2	1	1		1	4											1
Scald ...	2		1	4	3		8	3	1	3	2	2	4											
Corrosive Fluid																								
Contusion ...	12	3	5	8	6	33	6	2	7	7		11												
Abrasion ...	8			6	1	1	1	1																
Fracture (Simple)	1		1																					
Do. (Compound)		1																						
Concussion of Brain																								
Dislocations																								
Drowning																								
Rupture of Spleen																								
Scalp Wound																								
Sprains	1				1	4	2																	
Inoised Wound	81	2	6	25	17	64	53	14	11	21	5	41												
Contused "	10	2	4	17	12	9	10	2	1	7	1	15												
Punctured "	14	3	3	11	25	44	21	9	4	9	1	8												
Lacerated "			2	8	8	10	11	7	8	9	1	8												
Septic "	10	4																						
Alligator bite					1																			
Unknown																								
Observation	5	18	3		28	9	9	1	1	89		2												
Not Sick	34		6	8	27	65	131	50																
Grand Total	1408	26	319	13	331	18	767	18	1078	32	2047	62	2323	70	601	26	723	18	932	23	444	34	1649	23

contd.

Hospital and the number of Deaths.

HOSPITALS, DEMERARA.

Diamond.		Farm.		Providence.		Houston.		Wales.		Niamas.		Schoon Ord.		Versallen.		Leonora.		Uitvingt.		DeKinderen.		Tusohon.		Totals.	
Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
1652	57	561	28	949	42	865	9	1021	30	628	13	92	12	762	12	615	34	1430	58	717	29	276	36	17,903	695
11	4	4	13	3	12	3	2	4	1	1	10	2	5	13	2	11	1	10	1	8	19	5	197	13	
1	1	1	1	7	1	17	1	17	1	1	1	1	1	1	1	1	1	34	1	36	1	1	1	1	
18	11	13	1	1	1	8	1	24	1	5	1	1	2	30	15	13	1	21	12	12	1	1	1	1	
20	41	8	1	1	1	2	1	19	1	8	1	1	2	15	17	10	1	9	4	38	4	1	1	1	
17	1	3	1	1	1	1	1	23	1	10	1	1	1	12	1	2	1	16	2	2	2	1	1	1	
117	2	42	5	42	2	4	18	22	2	22	1	22	1	115	196	98	2	1	1	1	1	1	1	1	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	
8	7	1	2	5	1	1	8	12	5	6	10	8	1	1	15	4	11	4	1	1	1	1	1	1	
23	18	8	1	6	1	1	35	32	3	32	2	1	7	25	17	29	2	17	3	29	10	6	1	1	
1	40	3	10	6	2	2	2	2	2	2	2	2	1	9	9	15	9	9	6	6	6	3	1	1	
2051	58	701	88	1069	45	421	9	1262	30	759	13	100	12	952	12	812	35	2090	60	1148	30	335	37	24,812	786



contd.

*Hospital and the Number of Deaths.*

HOSPITALS, DEMERARA.

..	..	..	..	..	..	Cases.	Diamond.
..	..	..	..	..	..	Deaths.	
1	1	..	..	..	..	Cases.	Farm.
..	..	..	..	..	..	Deaths.	
11	9	5	..	..	..	Cases.	Providence.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Houston.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Wales.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Nismes.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Schoon Ord.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Versailles.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Leonora.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Uitvlugt.
..	..	..	..	..	..	Deaths.	
..	..	..	..	..	..	Cases.	Do Kinderen.
..	..	..	..	..	..	Deaths.	
1	1	..	..	..	..	Cases.	Tuschen.
..	..	..	..	..	..	Deaths.	
78	48	5	..	..	..	Cases.	Totals.
1	1	..	..	..	..	Dea.	

TABLE 4—*contd.*

Showing the Diseases treated in each Estate's Hospital and the Number of Deaths.

DISEASES.	HOSPITALS, ESSEQUEBO.											
	Golden Fleece.		Taymouth Manor.		Anna Regina.		Hampton Court.		Marionville.		Totals.	
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
<b>I. GENERAL DISEASES—</b>												
Measles	1	1							2		2	
Influenza	75								14		15	1
Febricula											75	
Mumps					1				1		2	
Dysentery	65	4	15	1	35	4	14		53	5	182	14
Malarial Fever	305	6	239	9	405	7	260	6	357	4	1,586	32
Cachexia	3	1									3	1
Blackwater Fever			2	1					1		3	1
Convulsions (Infantile)					3	1	4	1	10	5	17	7
Erysipelas	1								1		2	
Septicæmia									1	1	1	1
Tuberculosis (Pulmonary)	3	1			1		3		2	1	9	2
Leprosy	1										1	
Yaws	2										2	
Syphilis	20				10		4		3		36	
Rheumatism	14		1		13				3		36	
Anæmia	2				28	4	3	1	6	1	41	6
Marasmus	2	2					1	1	1		4	3
Debility	2								3		5	
<b>II. LOCAL DISEASES—</b>												
<b>1. Diseases of the Nervous System—</b>												
<b>(a) Diseases of the Brain and Spinal Cord—</b>												
Meningitis			1	1							1	1
Cerebral Hemorrhage					1	1			1	1	2	2
<b>(c) Functional Diseases—</b>												
Epilepsy	1		1		1						3	
Cephalalgia	2										2	
Chorea	1										1	
<b>(d) Mental Diseases—</b>												
Sunstroke	1										1	
<b>2. Diseases of the Eye—</b>												
Conjunctivitis	15		2		6				7		30	
Keratitis	1						5				6	
Scleritis									1		1	
Iritis					1				1		2	
Corneal Ulcer	1						3				4	
Panophthalmitis	1										1	
Stye	1										1	
<b>3. Diseases of the Ear—</b>												
Otorrhea	2						1		2		5	
Foreign Body in Ear									1		1	
<b>4. Diseases of the Nose—</b>												
Catarrh	2										2	
<b>5. Diseases of the Circulatory System—</b>												
Morbus Cordis	1	1									1	1
Pericarditis									1	1	1	1
Valvular Heart Disease									1	1	1	1
Syncope									1	1	1	1
<b>6. Diseases of the Respiratory System—</b>												
Laryngitis									1		1	
Bronchitis	69	1	13	2	8	1	4		35		149	4
Bronchial Catarrh	57		26		45		19		26		175	
Pneumonia	46	15	2	1	6		2		28	8	84	24
Pleurisy					1	1	1		2		4	1
Asthma	2		10		6		6		15		39	
Chronic Bronchitis	13	1									13	1
<b>7. Diseases of the Digestive System—</b>												
Gumboot					1		3				4	
Dentition (morbid)	2										2	
Tonsillitis	2								3		5	
Dyspepsia	4								5		9	
Carried forward	720	88	312	15	572	19	853	9	617	29	2,574	105

TABLE 4—contd.

Showing the Diseases treated in each Estate's Hospital and the Number of Deaths.

DISEASES.	HOSPITALS, ESSEQUEBO.										Total.	
	Golden Fleece.		Taymonth Manor.		Anna Regina.		Hampton Court.		Maripaville.			
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
<b>II. LOCAL DISEASES—(Contd.)</b>												
Brought forward ...	720	93	312	15	572	19	553	9	617	29	2,574	105
<b>7. Dis. of Digestive System—(Contd.)</b>												
Enteritis ...	...	...	...	...	...	1	...	...	...	...	...	1
Simple Diarrhoea...	25	...	7	1	41	2	16	1	20	2	100	11
Colic ...	15	...	1	...	3	...	2	...	...	...	21	...
Hæmorrhoids ...	1	...	...	...	...	...	...	...	...	...	1	...
Hernia (strangulated)	...	...	...	...	1	...	...	...	...	...	1	...
Do. (others) ...	1	...	...	...	1	...	...	...	...	...	2	...
Constipation ...	2	...	...	...	...	...	1	...	3	...	6	...
Hepatic Cirrhosis...	1	...	...	...	...	...	1	...	...	...	2	...
Jaundice ...	3	...	3	1	10	1	6	1	1	1	23	4
Chyluria ...	1	...	...	...	...	...	...	...	...	...	1	...
<b>8. Diseases of Lymphatic System—</b>												
Adenitis ...	2	...	...	...	...	...	...	...	...	...	2	...
Lymphangitis ...	...	...	...	...	4	...	1	...	6	...	11	...
Enlarged Spleen ...	5	...	1	...	2	...	...	...	...	...	8	...
<b>9. Diseases of the Urinary System—</b>												
Bright's Disease ...	2	...	...	...	8	5	3	1	9	1	23	7
Nephritis ...	1	...	...	...	...	...	...	...	...	...	1	...
Retention of Urino	...	...	1	...	...	...	...	...	...	...	1	...
Uremia ...	...	...	...	...	1	1	1	1	...	...	2	2
Hæmaturia ...	...	...	1	...	...	...	...	...	...	...	1	...
<b>10. Diseases of the Generative System—</b>												
Phymosis ...	...	...	...	...	1	...	...	...	...	...	1	...
Paraphimosis ...	...	...	...	...	1	...	...	...	1	...	2	...
Hydrocele ...	...	...	...	...	...	...	2	...	...	...	2	...
Oronitis ...	...	...	1	...	1	...	1	...	1	...	4	...
Gonorrhœa ...	10	...	7	...	3	...	2	...	15	...	36	2
Bubo ...	1	...	...	...	2	...	...	...	...	...	3	...
Leucorrhœa ...	1	...	...	...	1	...	1	...	...	...	3	...
Dysmenorrhœa ...	1	...	...	...	...	...	...	...	1	...	2	...
Menorrhagia ...	2	1	...	...	...	...	...	...	...	...	2	1
Abortion ...	7	...	...	...	1	...	...	...	1	...	9	...
Normal Parturition	13	...	...	...	8	...	1	...	18	...	35	...
Abnormal do.	1	...	...	...	...	...	...	...	...	...	1	...
Chanere ...	...	...	...	...	...	...	...	...	8	...	8	...
Veneral Ulcer ...	1	...	...	...	...	...	...	...	...	...	1	...
<b>11. Diseases of Locomotive System—</b>												
Lumbago ...	2	...	...	...	2	...	...	...	5	...	9	...
Synovitis ...	1	...	...	...	1	...	1	...	...	...	3	...
Periostitis ...	...	...	...	...	...	...	1	...	...	...	1	...
Necrosis ...	1	...	...	...	...	...	...	...	...	...	1	...
Myalgia ...	1	...	...	...	...	...	...	...	...	...	1	...
<b>12. Diseases of Cellular Tissue—</b>												
Cellulitis ...	7	...	...	...	...	...	...	...	2	...	9	...
Whitlow ...	3	...	...	...	...	...	...	...	...	...	3	...
Abscess (superficial)	16	...	4	...	16	...	8	...	5	...	49	...
Do. (deep-seated)	1	...	...	...	...	...	6	...	...	...	7	...
Carbuncle ...	...	...	...	...	...	...	1	...	...	...	1	...
<b>13. Diseases of Cutaneous System—</b>												
Ulcers ...	41	...	33	...	73	...	56	...	55	...	257	...
Onychia ...	2	...	...	...	...	...	...	...	4	...	6	...
Furuncles ...	10	...	3	...	13	...	7	...	...	...	33	...
Psoriasis ...	...	...	...	...	...	...	...	...	1	...	1	...
Herpes ...	...	...	...	...	1	...	1	...	1	...	3	...
Ring Worm ...	1	...	10	...	28	...	10	...	7	...	56	...
Scabies ...	1	...	2	...	7	...	1	...	89	...	50	...
Chigoes ...	3	...	...	...	12	...	12	...	19	...	46	...
Pustules ...	38	...	10	...	111	...	27	...	46	...	232	...
Ground Itch ...	19	...	3	...	2	...	1	...	37	...	63	...
Eczema ...	...	...	...	...	...	...	...	...	4	...	4	...
Warts ...	5	...	...	...	...	...	...	...	...	...	5	...
Carried forward	968	34	398	17	925	34	523	13	921	83	3,735	131

TABLE 4—contd.

Showing the Diseases treated in each Estate's Hospital and the Number of Deaths.

DISEASES.	HOSPITALS, ESSEQUEBO.											
	Golden Fleeces.		Taymouth Manor.		Anna Regina.		Hampton Court.		Marionville.		Total	
	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.	Cases.	Deaths.
Brought forward ...	968	84	398	17	925	34	523	18	921	38	3,785	131
<b>III. PARASITIC DISEASES—</b>												
Anchylostomiasis ...	64	1	53	...	73	...	25	4	89	...	304	5
Ascaris Lumbricoides ...	2	...	...	...	...	...	...	...	...	...	2	...
<b>IV. POISON—</b>												
Insect sting ...	1	...	1	...	...	...	2	...	...	...	4	...
<b>V. INJURIES—</b>												
Burn ...	...	...	4	...	1	...	...	...	1	...	6	...
Scald ...	2	...	1	...	1	...	2	...	4	...	10	...
Contusion ...	14	...	4	...	16	...	9	...	10	...	53	...
Abrasion ...	7	...	...	...	1	...	...	...	11	...	19	...
Fracture (Simple)...	3	...	...	...	1	...	...	...	1	...	5	...
Injury from fall (shock)	...	...	...	...	...	...	...	...	1	1	1	1
Sprains ...	...	...	...	...	1	...	1	...	1	...	3	...
Incised Wound ...	51	...	36	...	26	...	37	...	34	...	184	...
Contused do. ...	4	...	4	...	...	...	...	...	7	...	15	...
Punctured do. ...	25	...	3	...	5	...	7	...	10	...	50	...
Lacerated do. ...	2	...	5	...	12	...	16	...	12	...	47	...
Septic do. ...	...	...	...	...	6	...	4	...	...	...	10	...
Alligator Bite ...	...	...	...	...	...	...	...	...	1	...	1	...
Under Observation ...	34	...	2	...	3	...	...	...	...	...	39	...
Not Sick ...	12	...	8	...	2	...	3	...	10	...	85	...
<b>GRAND TOTAL</b> ...	<b>1,189</b>	<b>85</b>	<b>519</b>	<b>17</b>	<b>1,078</b>	<b>34</b>	<b>629</b>	<b>17</b>	<b>1,113</b>	<b>34</b>	<b>4,523</b>	<b>187</b>
<b>SURGICAL OPERATIONS—</b>												
<b>Major (define)—</b>												
Amputation of Finger (chloroform) ...	...	...	...	...	...	...	...	...	1	...	1	...
<b>Minor (define)—</b>												
Abscess opened ...	1	...	9	...	9	...	14	...	3	...	35	...
<b>TOTAL</b> ...	<b>1</b>	...	<b>9</b>	...	<b>9</b>	...	<b>14</b>	...	<b>3</b>	...	<b>36</b>	...

Estate.	Total	Section 108.					Section 105.					Total cases.	Total immigrants.	Once.	Twice.	Thrice.	Four times.	Five times.	Six times.
		Neglect of duty as watchman.					Refusal to amend work improperly done.												
		Not disposed of.	Convictions.	Withdrawals.	Reprimands.	Dismissals.	Not disposed of.	Convictions.	Withdrawals.	Reprimands.	Dismissals.								
Skaldou	...	...	...	...	...	...	...	...	...	...	38	99	25	4	...	...	...	...	
Springlands	...	...	...	...	...	...	...	...	...	...	..	...	...	...	...	...	...	...	
Port Mourant	...	...	...	...	...	...	...	...	...	...	25	20	16	8	1	...	...	...	
Albion ...	...	...	...	...	...	...	...	...	...	...	199	136	92	80	11	1	2	...	
Rose Hall	...	...	...	...	...	...	...	...	...	...	58	49	42	5	2	...	...	...	
Providence	...	...	...	...	...	...	...	...	...	...	4	4	4	...	...	...	...	...	
Friends	...	...	...	...	...	...	...	...	...	...	19	19	19	...	...	...	...	...	
Mara ...	...	...	...	...	...	2	...	...	...	...	49	41	35	4	2	...	...	...	
Blairmont	...	...	...	...	...	...	...	...	...	...	17	66	57	7	2	...	...	...	
Cane Grove	...	...	...	...	...	1	...	...	...	...	65	48	34	11	3	...	...	...	
Hops ...	...	...	...	...	...	...	...	...	...	...	80	66	57	6	1	2	...	...	
Cove and John	...	...	...	...	...	...	...	...	...	...	17	14	11	3	...	...	...	...	
Enmore	...	2	...	...	...	...	...	...	...	...	94	78	62	7	2	...	...	2	
Nonpareil	...	...	...	...	...	...	2	...	...	...	128	97	82	8	3	4	...	...	
Lusignan	...	...	...	...	...	...	1	...	...	...	217	107	134	22	7	2	2	...	
Mon Repos	...	...	...	...	...	...	...	...	...	...	30	28	19	2	1	1	...	...	
La Bonne Intention	...	...	...	...	...	...	...	...	...	...	68	48	34	9	4	1	...	...	
Success	...	...	...	...	...	1	...	...	...	...	14	13	12	1	...	...	...	...	
Ogle ...	...	...	...	...	...	...	...	...	...	...	75	54	39	12	1	1	1	...	
Providence	...	...	...	...	...	...	...	...	...	...	9	6	4	1	1	...	...	...	
Farm ...	...	...	...	...	...	...	...	...	...	...	6	4	3	...	1	...	...	...	
Diamond	...	...	...	...	...	...	...	...	...	...	51	42	35	5	2	...	...	...	
Wales ...	...	...	...	...	...	...	...	...	...	...	52	34	24	5	3	1	1	...	
Niamoa ..	...	...	...	...	...	...	...	...	...	...	13	12	11	1	...	...	...	...	
Verailles	...	...	...	...	...	...	...	...	...	...	60	50	41	8	1	...	...	...	
Leonora	...	...	...	...	...	...	...	...	...	...	28	23	19	3	1	...	...	...	
Uitylugt	...	...	...	...	...	...	1	...	...	...	128	92	66	16	9	2	...	...	
De Kinderen	...	...	...	...	...	...	...	...	...	...	57	42	32	6	3	1	...	...	
Marionville	...	...	...	...	...	...	...	...	...	...	25	22	19	3	...	...	...	...	
Golden Fleece	...	...	...	...	...	...	...	...	...	...	67	50	39	6	4	1	...	...	
Auna Regina	...	...	...	...	...	...	...	...	...	...	72	61	51	9	1	...	...	...	
Faymouth Manor	...	...	...	...	...	...	...	...	...	...	10	9	8	1	...	...	...	...	
Hampton Court	...	...	...	...	...	...	...	...	...	...	27	24	21	3	...	...	...	...	
Total	...	2	...	...	...	4	4	...	...	...	1,857	1,439	1,147	201	66	17	6	2	



## APPENDIX 10.

## WEEKLY AVERAGE EARNINGS PER WORKER, 1908-1912.

(The average amount earned per week by all workers under indenture, men, women, minors and weakly and convalescent immigrants.)

County.	1908.	1909.	1910.	1911.	1912.
Berbice ... ..	\$ 1.18	\$ 1.19	\$ 1.18	\$ 1.16	\$ 1.23
Demerara ... ..	\$ 1.17	\$ 1.22	\$ 1.21	\$ 1.18	\$ 1.23
Essequibo ... ..	\$ 1.09	\$ 1.12	\$ 1.10	\$ 1.12	\$ 1.14

One dollar = four shillings and two pence or three rupees and two annas.

## WORK AND WAGES RETURN. AVERAGE EARNINGS—MEN.

Immigration District.	Name of Plantation.	Name of Employer.	Mean number of labourers employed.	Percentage of Working Days.								Average Earnings.	
				Worked by each.	Lost by each by						Per working day.	Per day actually worked.	
					Unlawful Absence.	Absence with leave.	Court.	Goal.	Sickness.	Bad Weather.			Holidays.
No. 1 District Berbice.	Skeldon	Trustees of Estate of John McConnell, deceased.	181	78.6	2.6	3.3	...	.4	14.2	...	.9	18.7	23.8
	Springlands	S. Dayson & Company, Limited.	92	82.2	7.4	2.2	...	.9	5.7	...	1.6	21.3	25.9
	Port Mourant	Plantation Port Mourant, Limited.	231	73.7	3.6	6.4	...	1.1	12.0	.6	2.6	19.2	26.1
	Albion	The New Colonial Company, Limited.	439	76.6	7.0	6.2	...	1.5	7.4	...	1.3	18.8	23.9
	Rose Hall	The Rose Hall Estate, Limited.	402	73.8	9.3	6.1	...	1.2	9.3	...	.3	17.7	23.9
	Providence	S. Dayson & Company, Limited.	77	71.9	11.2	3.7	1	9	10.4	...	1.8	19.0	26.5
	Friends	The New Colonial Company, Limited.	124	73.7	8.7	5.1	.1	3.2	8.6	.1	.5	21.5	29.1
	Mara	Do.	140	73.9	5.2	4.3	.1	3.3	11.4	...	1.3	17.5	23.8
	Blairmont	The Blairmont Sugar Plantation Company, Ltd.	323	75.2	5.8	3.7	...	1.1	12.7	...	1.5	19.9	26.4
Bath	S. Dayson & Company, Limited.	24	82.6	...	.5	...	...	14.6	...	2.3	32.2	26.8	
No. 2 District, East Coast, Demerara.	Cane Grove	The Trustees of the Estate of John McConnell, deceased.	320	76.3	9.3	4.4	.3	1.0	6.4	...	3.3	19.2	25.1
	Hope	Plantation Hope Sugar Estate Company, Ltd.	227	73.7	13.6	1.6	.1	1.9	5.1	1.1	2.9	17.4	23.7
	Cove & John	The Cove & John Sugar Estate Company, Ltd.	136	78.8	10.8	1.1	.1	.6	7.4	...	1.7	18.4	23.4
	Enmore	The Trustees of Henry Foster, deceased.	394	77.0	11.3	4.6	.1	1.4	4.5	...	1.1	21.6	28.0
	Non Pareil	The La Penitence Estates Company, Limited.	431	77.7	12.1	1.4	.1	1.4	3.4	.6	3.4	20.0	25.7
	Lusignan	The Lusignan Company, Limited.	474	73.6	12.2	1.8	.1	2.4	6.7	.4	2.8	17.3	23.5
	Mort Repose	Arthur Brand	142	78.4	2.3	6.7	.1	.6	11.0	.1	.8	19.1	24.4
	La Bonne Intention	Plantation La Bonne Intention, Limited.	188	69.0	18.1	2.3	...	1.2	7.2	.5	1.7	16.1	23.4
	Success	The Success Reasonvenir Company, Limited.	98	78.1	4.5	5.0	...	2.4	9.1	.3	.6	21.1	27.1
Ogle	The Ogle Plantation Company, Limited.	231	72.9	13.6	1.7	...	1.9	7.5	.3	2.1	16.7	22.6	
No. 3 District (East and West Banks and West Coast, Demerara).	Providence Farm	The Demerara Company, Limited.	14	64.5	19.3	4.9	...	2.4	8.4	...	.5	20.1	31.1
	Diamond		25	87.6	.3	2.0	...	...	8.0	.3	2.0	26.0	29.7
	Wales		188	76.3	6.5	2.2	.1	2.5	1.1	...	1.3	26.0	29.6
	Niames	Wieting & Richter, Ltd.	84	81.4	3.5	2.9	...	1.1	10.9	...	.2	21.5	26.4
	Versailles	The Versailles Plantation Company, Limited.	153	82.4	5.3	1.1	...	.6	9.5	...	1.1	19.9	24.2
	Leonora	Leonora, Limited	133	81.1	4.4	6.1	.1	.6	3.1	.8	.8	24.3	29.0
	Uitvlugt	The Trustees of Estate of J. McConnell, deceased.	365	79.2	9.5	3.5	.1	2.5	4.7	.2	.3	20.2	25.4
	De Kinderen	A. J. McConnell	141	78.0	10.9	3.3	...	2.5	5.3	...	...	20.0	25.6
	No. 4 District, (Essequibo.)	Marionville	The Marionville Plantation, Limited.	189	79.4	4.2	5.7	.1	.7	7.9	1.4	.6	19.6
Golden Fleece		La Penitence Estates Company, Limited.	276	79.6	6.2	2.3	...	3.6	8.0	...	.3	17.5	22.0
Anna Regina		Do.	297	81.5	3.8	4.7	...	1.2	7.3	.3	.7	19.0	23.4
Hampton Court.		The Hampton Court Estate Company, Ltd.	141	75.4	11.5	2.7	...	1.1	7.3	.5	1.5	18.7	25.0

The earnings are shown in cents. One cent—half an anna.

## WORK AND WAGES RETURN. AVERAGE EARNINGS—WOMEN.

Immigration District.	Name of Plantation.	Name of Employer.	Mean number of labourers employed.	Percentage of Working Days.									Average Earnings.	
				Worked by each.	Lost by each by								Per working day.	Per day actually worked.
					Unlawful Absence.	Absence with leave.	Pregnancy & Nursing.	Court.	Goal.	Sickness.	Bad Weather.	Holidays.		
No. 1 District (Berbice).	Skeldon	Trustees of Estate of J. McConnell, deceased.	79	48.5	1.4	6.1	29.2	...	...	14.3	...	5	7.5	15.4
	Springlands	S. Dayson & Company, Limited.	37	61.7	6.7	1.9	13.8	...	3	11.2	...	1.4	11.0	17.0
	Port Mourant	Plantation Port Mourant, Limited.	84	58.5	2.1	7.5	15.1	1	2	14.4	4	1.7	10.5	17.9
	Albion	The New Colonial Company, Limited.	178	48.6	10.7	6.5	28.7	...	1	6.1	...	1.8	8.6	18.8
	Rose Hall	The Rose Hall Estate, Limited.	158	50.2	10.8	7.1	18.1	...	...	13.6	...	2	8.2	16.4
	Providence	S. Dayson & Company, Limited.	81	57.6	6.9	8.2	8.1	...	...	23.0	...	1.2	8.9	15.5
	Friends	The New Colonial Company, Limited.	41	50.0	27.0	3.7	9.0	...	1	9.8	...	4	8.5	16.9
	Mara	Do.	58	53.5	15.4	4.0	14.1	...	2	11.9	...	9	8.7	16.2
	Blairmont	The Blairmont Sugar Plantation Company, Limited.	127	59.8	11.0	4.5	18.6	...	1	9.9	4	1.2	10.1	17.1
	Bath	S. Dayson & Company, Limited.	10	58.7	...	6	19.2	...	...	19.5	4	1.6	9.0	15.8
No. 2 District (East Coast, Demerara).	Cane Grove	The Trustees of Estate of J. McConnell, deceased.	132	58.7	15.2	5.4	14.8	...	1	4.4	...	1.9	10.8	18.4
	Hope	The Hope Sugar Estate Company, Limited.	91	48.4	20.8	1.4	17.4	...	2	9.8	9	2.1	8.0	16.4
	Cove & John	The Cove & John Sugar Estate Company, Ltd.	43	58.5	9.4	1.7	19.8	...	1	9.4	...	1.1	8.8	15.0
	Enmore	The Trustees of Henry Porter, deceased.	116	45.6	20.1	3.0	27.3	...	1	8.1	...	8	9.1	19.8
	Non Pareil	The La Penitence Estates Company, Ltd.	178	56.5	14.6	1.6	19.7	...	3	8.6	9	2.8	9.9	17.5
	Lusignan	The Lusignan Company, Limited.	189	57.5	15.9	1.2	18.2	...	1	4.2	5	2.4	10.4	18.1
	Mon Repos	Arthur Brand	58	58.8	10.2	6.0	13.8	...	1	10.8	2	6	10.9	18.6
	La Bonne Intention.	Plantation La Bonne Intention, Limited.	69	45.7	15.8	1.9	28.8	...	1	6.6	...	1.1	8.1	17.7
	Success	The Success Besouvenir Company, Ltd.	39	60.9	5.8	5.5	16.6	...	1	11.2	2	2	9.9	16.2
Ogle	The Ogle Plantation Company, Limited.	106	50.8	15.8	1.4	18.3	...	1	11.5	3	2.8	7.8	15.4	
No. 3 District (East and West Banks and West Coast Demerara).	Providence Farm	The Demerara Company, Limited.	9	30.9	30.4	6.6	24.1	...	3.3	4.4	...	3	5.3	17.1
	Diamond		8	84.5	3	2.1	2	...	1.8	9.7	...	1.9	15.2	18.0
	Wales		71	60.5	21.4	1.2	5.6	...	1	10.3	...	9	10.0	16.6
	Wales	Do.	84	62.7	18.7	1.2	6.9	...	3	9.4	3	5	9.3	14.8
	Niemes	Wisting & Bichter, Ltd.	31	55.8	1.8	2.0	22.6	...	...	18.8	...	...	9.1	16.5
	Versailles	The Versailles Plantation Company, Limited.	50	51.8	13.2	1.0	27.6	...	4	5.4	...	6	8.8	17.1
	Leonora	Leonora, Limited	53	51.5	18.1	4.8	20.0	...	3	4.1	6	6	8.5	16.5
	Uitvlugt	The Trustees of Estates of John McConnell, deceased.	146	43.3	25.1	2.2	21.0	1	7	4.0	4	2	7.6	17.7
	De Kindaren	A. J. McConnell	51	59.4	8.2	8.8	20.4	...	3	8.4	...	...	9.8	16.4
No. 4 District (Essequibo).	Marionville	The Marionville Plantation, Limited.	69	53.6	8.5	4.3	26.8	...	...	5.5	1.8	...	8.7	16.2
	Golden Fleece	La Penitence Estates Company, Limited.	107	56.6	5.5	4.4	28.8	...	2	4.6	...	2	9.0	16.0
	Anna Regina	Do.	85	48.4	18.2	6.1	23.4	...	5	8.0	2	2	8.3	17.2
	Hampton Court	The Hampton Court Estate Company, Ltd.	52	34.3	26.2	1.1	32.4	...	...	3.6	7	1.0	8.5	15.9

**AGENT-GENERAL'S COMMENT ON WAGES TABLE EXTRACTED FROM ANNUAL REPORTS.**

**Paragraph 32.**

A short explanation as to how the results are arrived at may not be out of place, more especially as regards the average amount earned "per day actually at work" as in some instances it will be noticed that the earnings under this head are apparently below a minimum of 24 cents for men, and 16 cents for women. The tables referred to are compiled from monthly returns furnished from the pay lists of the Sugar Estates throughout the Colony by the employers to the Immigration Agents who in turn satisfy themselves as to their accuracy on their monthly visits. These pay-lists are framed in accordance with the schedule of the Immigration Ordinance and the presence or absence from work of immigrants for the six days in every week has to be shown. No discrimination is made between a full day's work or a part—every immigrant who turns out to work is regarded as at work during the whole of that day.

**Paragraph 33.**

As it is a matter of common knowledge that labourers in Sugar Estates do not as a rule, except when factories are at work, do a full day's work on Mondays and but half a day on Saturdays, the system by which immigrants are credited with having been present the whole of six days must necessarily show lower average earnings per immigrant per day at work. There are other causes also, such as the inclusion, under the headings of "Males" and "Females" of invalids, convalescents and "minors" of 10 to 15 years of age, whose wages have been pulled along with those of the able-bodied to the obvious lowering of the average earnings of the latter class.

**Paragraph 34.**

It will also be observed that the earnings in some districts are much higher than in others. This is not attributable to any difference in the rates paid for work, for the rates appear to me to vary but slightly on estates; nor is it due to a difference in the nature of the soils: it is largely due to the area in rice cultivation in the district. For instance, on the East and West Banks of the Demerara, in Essequibo and in some districts in Berbice large areas of land are cultivated by indentured immigrants who, if they do not themselves own or rent land, assist their countrymen for reward and it is not an infrequent complaint by employers that immigrants leave their work unfinished and go to attend to their rice farms or to help others with theirs.

## APPENDIX 10 (a).

## Ordinance No. 5 of 1911.

*An Ordinance to amend the Immigration Ordinance, 1891.*

A. D. 1911.

(19th April 1911.)

Be it enacted by the Governor of British Guiana with the advice and consent of the Court of Policy thereof, as follows:—

1. Notwithstanding anything contained in the Immigration Ordinance, 1891, any immigrant born in this Colony may make a declaration in writing, signed by him in the presence of the Immigration Agent General, or any Immigration Agent, to the effect that he desires that the provisions of the said Ordinance shall no longer apply to him. Such declaration may be in the form in the First Schedule hereto: Provided that the person who makes such declaration shall be not under twenty-one years of age and is able to read and write.

Immigrant may make declaration that he wishes Immigration Ordinance not to apply to him.

First Schedule.

2. On the production of such declaration to the Immigration Agent General, the person making the same shall be entitled to receive a certificate under the hand of the Immigration Agent General in the form in the Second Schedule hereto, and thereupon the Immigration Ordinance, 1891, shall cease to apply to such person and all his rights, duties and liabilities under the said Ordinance shall cease and determine, and he shall no longer be deemed to be an immigrant within the meaning of the said Ordinance.

Certificate of exemption from Immigration Ordinance to be given.

Second Schedule.

3. It shall not be necessary for the applicant for a certificate under the last preceding section to apply in person to the Immigration Agent General, but it shall be sufficient if the application is made in writing and sent with the declaration by post or by any other person to the Immigration Agent General.

Personal application for certificate not necessary.

4. Part X of the Immigration Ordinance, 1891, shall not apply to any person who has received certificate under this Ordinance, and from and after the date of such certificate he shall not be deemed to be an immigrant within the meaning of the said Part X: Provided that any marriage registered or contracted, or divorce pronounced, or any other matter or thing lawfully done under the said Part X before the date of the said certificate shall be valid and effectual for all purposes whatsoever.

Effect of certificate as to marriages and divorce.

5. Notwithstanding anything contained in the Immigration Ordinance, 1891, the said Ordinance shall not apply to any native of China or the descendant of any native of China.

Immigration Ordinance not to apply to Chinese.

Interpretation.

6. In this Ordinance, unless the context otherwise requires, the words "Immigrant" and "Indenture" have the same meanings as in the Immigration Ordinance, 1891.

Short title.

7. This Ordinance may be cited as the Immigration (Exemption) Ordinance, 1911.

Section 1.

## THE FIRST SCHEDULE.

## FORM OF DECLARATION.

*The Immigration (Exemption) Ordinance, 1911.*

I now residing at an immigrant born in this colony hereby declare:

1. That I desire that the Immigration Ordinance, 1891, shall no longer apply to me and that I shall not be deemed to be an "Immigrant" within the meaning of the said Ordinance for any purpose whatsoever.

2. That I hereby give up and for ever renounce all the rights and privileges that I may have under the said Ordinance, including the right to a return passage to India, and desire to be free from all the liabilities under the said Ordinance.

3. That I (or my father or mother) arrived in this Colony in the Ship \_\_\_\_\_ on the \_\_\_\_\_ day of \_\_\_\_\_ and was indentured to \_\_\_\_\_

*Particulars of Declarant.*

Full Name	...	...	...	...
Father's Name	...	...	...	...
Mother's Name	...	...	...	...
Date of Birth	...	...	...	...
Place of Birth	...	...	...	...
Height	...	...	...	...
Colour	...	...	...	...
Bodily Marks	...	...	...	...
Thumb Print	...	...	...	...

*Signature of Declarant.*

Signed and declared by the said \_\_\_\_\_ before me  
his \_\_\_\_\_ day of 19 .

*Immigration Agent.*

## APPENDIX 11.

EXTRACT FROM "THE OFFICIAL GAZETTE" OF SATURDAY, 21ST JUNE 1913.

*Government Notice.*

GOVERNMENT SECRETARY'S OFFICE.

GEORGETOWN, DEMERARA,

20th June 1913.

His Excellency the Governor directs the publication, for general information, of the following report, by H. K. M. Sisnett, Esquire, Stipendiary Magistrate and Special Coroner, appointed by the Honourable the Attorney-General under section 19 of the Coroners Ordinance, 1887, to hold an enquiry into the causes of the deaths at Plantation Rose Hall on 18th March and into the circumstances connected therewith.

By Command,

CHARLES T. COX,

*Government Secretary.***Report on the Rose Hall inquiry.**

Ord. No. 6 of 1887.

*Inquiry by a Stipendiary Magistrate.*

British Guiana, }  
County of Berbice. } To wit.

An inquiry taken at Colony House, New Amsterdam, in the County and Colony aforesaid, on the 20th, 22nd, 25th, 26th, 27th, 28th, 29th days of March; the 7th, 8th, 9th, 10th, 11th, 12th, 14th, 15th, 16th, 17th, 18th, 19th, 21st, 22nd, 23rd, 24th, 25th, 26th, 28th, 29th and 30th days of April, and the 1st, 2nd, 3rd, 5th, 6th, 7th, 8th, 9th, 10th, 13th, 14th, 15th, 16th, 17th, 19th, 20th, 21st, 22nd, 23rd, 28th, 29th, 30th and 31st days of May in the year of Our Lord one Thousand Nine Hundred and Thirteen before me, a Stipendiary Magistrate, and one of the Coroners of Our Lord the King in and for the Colony aforesaid concerning the deaths of Corporal James Ramsay and the following East Indian immigrants, Bholay, male, No. 107, 383, *ex* Ganges, 1908, age 33; Badri, male, No. 110, 328, *ex* Sutlej, 1910, age 26; Hulas, male, No. 108, 888, *ex* Ganges, 1909, age 25; Motey Khan, male, No. 108, 229, *ex* Sutlej, 1909, age 26; Sohan, male, No. 107, 701, *ex* Ganges, 1908, age 33; Sarjoo, male, No. 114, 122, *ex* Chenab, 1912, age 21; Sadulla, male, No. 115, 345, *ex* Indus, 1912, age 23; Jugai, male, No. 90, 609, *ex* Forth, 1901, age 30; Gobindei, female, No. 103, 058, *ex* Erne, 1906, age 32; Gafur, male, No. 108, 014, *ex* Sutlej, 1909, age 27; Juggoo, male, No. 106, 912, *ex* Ems, 1908, age 37; Roopan, male, No. 111, 648 *ex* Indus, 1910, age 25; Durga, male, No. 58, 218, *ex* Avon, 1893, age 72; Lalji, male, No. 96, 504, *ex* Moy, 1903, age 45; and Nibur, male, No. 281, *ex* Berar, 1879, age 75.

The testimony of the witnesses whose names are given on the attached list having been taken. I do now in pursuance of section 33 (2) of Ordinance 6 of 1887 proceed after inquiry for Our Lord the King and after having heard and considered the evidence to say when, where, how, and after what manner the said James Ramsay, Bholay, Badri, Hulas, Motey Khan, Sohan, Sarjoo, Sadulla, Jugai, Gobindei, Gafur, Juggoo, Roopan, Durga, Lalji and Nibur came by their deaths, and I do say that the said James Ramsay on the 18th day of March, 1913, at Rose Hall plantation, in the said county, came by his death from fracture of the skull caused by violence, from some heavy weapon or weapons, unlawfully inflicted by Motey Khan and other East Indian immigrants on the said James Ramsay while in the execution of his duty and while executing a warrant of arrest duly and lawfully issued by Mr. Magistrate Shankland for the arrest of one Ganga, an East Indian immigrant, that the said James Ramsay very soon after his death received other injuries to his head from a rifle bullet which would have been fatal had he not been already dead, and that such injuries were accidentally inflicted by his brother policemen while lawfully defending themselves from a fierce attack by a riotous mob of East Indian immigrants. I base my finding as to the cause of the death

if the said James Ramsay on the evidence of Doctor Barnes, who made a *post-mortem* on the body of the said James Ramsay about 15 hours after his death, and whose evidence is strengthened by the Report (W. 1) of Doctors Wise, Conyers, Wishart and Clavier and by the evidence of Doctors Wise and Wishart and also by the evidence of Colonel De Rinzy, Inspector Baker, Inspector Birch, Mr. Gibson, Mr. Hunter and Mr. Mackay, that Ramsay was beaten before any shots were fired by the police. And I do also say that on the 13th day of March at the said Rose Hall, the said Bholay came to his death from bullet wound of the head; the said Badri came to his death from bullet wound of axillary blood-vessels; the said Hulas came to his death from bullet wound in the abdomen; the said Motey Khan came to his death from bullet wound of head and chest; the said Sohan came to his death from bullet wound of heart and lung; the said Sarjoo came to his death from bullet wound of the abdomen; the said Sadulla came to his death from bullet wound of lung and right shoulder; the said Jugai came to his death from bullet wound of the head; the said Gobindei came to her death from bullet wound of the abdomen; that on the 13th March, 1913, at the Hospital, New Amsterdam, the said Gafur came to his death from bullet wounds of the abdomen, arm and shoulder; the said Juggoo came to his death from bullet wounds in the abdomen; that on the 14th March, 1913, at the Hospital, New Amsterdam, the said Roopan came to his death from bullet wounds of the leg; the said Durga came to his death from bullet wound of the left leg; the said Lalji came to his death from bullet wounds of the back and arm; and that the said Nibur came to his death on the 15th March, 1913, at the Hospital, New Amsterdam, from bullet wounds of the forearm and thigh; inflicted by the Police while lawfully defending themselves from a fierce attack by a riotous mob of East Indian immigrants with sticks, bricks, bottles and cutlasses.

I do also say that the circumstances preceding and which may be deemed to have led up to the riot in which the said deaths occurred are as follows:—

Previous to the 28th January last, there had been no trouble or unrest at Rose Hall among the East Indian immigrants, but on that day the indentured coolies refused to go to work on the ground that they understood that day was to be a holiday. It was a custom on the estate to give 2, 3, or 4 days holidays at the end of the grinding season; and during the grinding season of 1912, the coolies had worked well and the punt-loaders had worked on two Sundays, and Mr. Smith, the Manager, promised four days holidays when the grinding was over. These holidays are quite distinct from and have nothing to do with leave under the Immigration Ordinance. On the 27th January, a week after the grinding was over, the coolies were given holidays and told to clean up the surroundings of their houses. This did not please them. On Tuesday, the 28th January, Mr. Smith changed his mind about the holidays as he found he had some planting to be done, and ordered the indentured immigrants to go to work, telling them he would give them holidays later on. The indentured immigrants did not go to work. Mr. Hunter tried to persuade them to go and some seemed inclined but a certain number of them prevented the others from going. That they were given holidays is borne out by Mr. Fairbairn's evidence that Mr. Smith told him on the 3rd February that he had actually given four days' leave and afterwards changed his mind. On 29th January the indentured immigrants went to work and worked the rest of the week. This incident might have blown over had proceedings been taken against seven of the men who persuaded the others not to go to work. Summonses were served on the seven men on the 1st February—Saturday. This annoyed the indentured immigrants very much. On Sunday, 2nd February, they went and complained to Mr. Smith that all of them had remained at home but only seven were summoned, that all ought to have been summoned. They asked Mr. Smith to withdraw the summonses but he would not. They then the same day went and complained to Mr. Fairbairn, the Immigration Agent in Berbice. Mr. Fairbairn went to Rose Hall next day, the 3rd February, and investigated the matter. The immigrants were very annoyed and excited and accused Mr. Smith of breaking faith with them. It was eventually decided that the 3rd, 4th and 5th should be given as holidays which with the 28th would make the four days promised. At this interview Mr. Smith offered to withdraw the summonses if men paid the costs, the men offered to pay in instalments but this Mr. Smith refused. The cases were proceeded with notwithstanding the 28th, the day the men were charged for not turning out to work on, had been given as a holiday. The cases came for hearing on 4th February, but owing to six of the summonses showing no jurisdiction on their faces, these six were dismissed and fresh summonses issued and all the cases fixed for hearing on the 7th February. About 200 to 300 indentured immigrants attended Court on the 4th February and were in an excited state maintaining that they had been wrongly summoned. On 7th February a still larger number of indentured immigrants attended Court, they were in a nasty temper and threatened that there would be a row if the defendants were convicted and locked up. The defendants were represented by Mr. Eleazar; and after the prosecution in the first case—which was to be treated as a test case—had closed, Mr. Eleazar, after consultation, advised his clients to plead guilty. This was done and the Magistrate—Mr. Douglass—ordered the men to pay three shillings costs each and to be bound over to keep the peace for three months. Costs were paid and bonds entered into. No row occurred. Had the true state of things been put before the Magistrate I do not think he would have convicted. This question of the holidays was a very regrettable one and from then on there has been considerable unrest and dissatisfaction on the estate aided perhaps, but there is no definite evidence of this, by



bad influences, and several complaints are made and strikes occur which had not been heard of before. The indentured immigrants complained that the head-driver Jugmohon took bribes from them for changing their rooms and charged for allowing a man's woman to live in a room with him. Owing to the number—about half a dozen—of men who complained about this same thing, I think, although both the Immigration Agent and Mr. Smith say there was no proof of the truth of the charges, that a more serious effort should have been made to find out the truth. The feeling against Jugmohon became so acute that Mr. Smith previous to 3rd March, removed him from being head-driver but not from the estate, notwithstanding, he states, there was no proof of the charges against him (Jugmohon). There were also several strikes for higher wages and other complaints but I cannot find there was anything to justify them,—the wages paid were quite good—they were all settled. Between the 28th January and 4th March although there was undoubted unrest on the estate nothing of a serious nature had occurred, and had nothing else taken place to add to the unrest and dissatisfaction things would probably have fallen back to their normal state. There were also between these dates several instances of bad work and wilful deception and proceedings were taken, which came on for hearing on the 4th March. On the 4th March the indentured immigrants did not go to work and said they were going to hear the cases; their manner was such that Mr. Hunter, the acting Manager, thought there might be a row at Court and telephoned to Inspector Baker to strengthen the police at the Court. Soon after this a number of indentured immigrants went to Hospital at Rose Hall and beat the sicknurse. Mr. Hunter again communicated with Inspector Baker. Inspector Baker went up about 10 A.M., found things quiet and that the sicknurse had not been beaten badly. When the Court opened although there were more immigrants about than usual there were no signs of any disturbance, and I do not think that any would have occurred but for what occurred in connection with the attempted transfer of certain of the indentured immigrants from Rose Hall to other estates.

On 17th February, the Manager, Mr. Smith, applied to Immigration Department for permission to transfer Jangi Khan and his wife, Chotey Khan and his wife, Mathrua, Amir Baksh, and Maula Bux, to other estates, on the ground that these five men were the ring-leaders in the then recent troubles at Rose Hall. Permission was given and orders for transfer of these men made out and sent to the Police, who, it seems, have been in the habit of removing indentured immigrants transferred from one estate to another. These orders were sent to the Police Station at Reliance on 2nd March to be carried out, but up to the 4th March, nothing had been done in the matter and the men to be transferred had not been given any warning of their intended transfer. These five men to be transferred were looked up to, and thought much of by the other indentured coolies.

During the sitting of the Court on the 4th March, Mr. Hunter, Inspector Baker and Mr. Fairbairn thought that as the Police had motor cars at the Court it would be a good opportunity to take the transferred men away. An attempt was made to induce them to go; they said they did not have their property and things; they were told these would be sent after them. After some talk Jangi Khan seemed inclined to go and made as if to get into the car, when Ganga caught hold of him and pulled him back saying don't go. The crowd, which had by this time swelled considerably, became excited and threatening in their manner, a large number having sticks. The transfers were not persisted in but the immigrants were in an angry and dangerous temper after the attempt, and it was with great difficulty, although everything was done to pacify them, that Mr. Hunter was got home safely by the Police who had to act cautiously to avoid a conflict.

From this time on to the 13th March the indentured immigrants did no work, got completely out of control, became threatening and defiant in their manner, asked for the dismissal of Mr. Hunter, Jugmohon and the sicknurse; prevented the overseers and drivers from going into the yard (No. 8) to give orders, prevented the free immigrants from going to work. It was only the presence of the Police on the estate which prevented serious trouble. Although no further attempt was made to remove the transferred men the indentured immigrants seemed fearful that an attempt would be made and I find that they had made up their minds that the men could not be removed and that they were determined not to allow them to be removed. This determination was due, in my opinion to advice given by their lawyer. I cannot but come to the conclusion from the evidence of Mr. Shankland, Inspector Baker, Jahoor, Ramatali Khan and Mr. Eleazar, that Mr. Eleazar must have advised the indentured immigrants or those who immediately consulted him, that the transferred men could not be removed by force.

With the immigrants in this frame of mind, on the 13th March, the Inspector-General and the large force of Police go to Rose Hall. Warrants are applied for by the estate and obtained for the arrest of five indentured immigrants, Ganga being one of them, for unlawfully using threats of violence with intent, under section 32 of Ordinance 17 of 1893. About 3. P.M. the Police go to No. 8 yard for the purposes of making the arrests. The attitude of the immigrants is most defiant and threatening on the approach of the Police and just after the Inspector-General's party crosses the bridge between No. 6 and No. 8 yard and gets in front of No. 8 yard an attempt is made by some of the immigrants to dig away the bridge, clearly indicating some previously conceived plan to cut off the Police from retreat that way. Inspector-General tries to explain what he is there for and that he has warrants for the arrest of five men whose names he does not seem to have mentioned, but the noise is too great; the number

of warrants being the same as the number of the transfer men and the immigrants not having any previous knowledge of these warrants, I find that the immigrants thought that the Police had come to take the transferred men. The Riot Act is read, the crowd become a degree quieter and are waved by Motey Khan. The arresting party then go into the yard with Corporal Ramsay at their head, Ramsay holds Ganga, immediately there is a fierce rush at Ramsay and his party with sticks and a fusilade of bottles at him and the main force of Police, Ramsay is knocked into the trench and the attack becoming dangerous the Inspector-General gives the order to fire.

I think it would have been wiser under all the circumstances existing on the 13th March and which must have been known to the estate authorities, had an attempt been made to inform the immigrants clearly who the warrants were for before the Police went to No. 8 yard to execute them; there could then have been no misunderstanding, but whether the results would eventually have been different I have grave doubts.

Whatever may have been the influence at work and which caused the state of unrest at Rose Hall previous to the question of the transfers arising, I am strongly of opinion that had the indentured immigrants not been advised that the transferred men could not be removed by force, the occurrences of the 13th March would not have taken place.

In witness whereof I have hereunto set my hand the 7th day of June, 1913.

H. K. M. SISNETT,

*Stipendiary Magistrate and Coroner.*

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*List of Witnesses,*

Amir Baksh ; Baker, Arthur Hamilton ; Barnes, Dr. Walter S.; Bennett, Moses Joseph ; Benson, Paul Melton ; Bentiok, Joseph ; Birch, Henry William ; Bowen, Hubert Augustus ; Chotey Khan ; Carto, George Edward ; Clavier, Dr. Louis ; Conyers, Dr. James Hill ; Crawford, Walter Carter ; De Rinzy, Colonel ; Eleazar, Joseph ; Fairbairn, Thomas ; Ganga ; Gibson, James Clark ; Humphrey, Hawtayne ; Hunter, Robert B.; Jahoor ; Jangi Khan ; Mackay, William ; McTurk, Wm. Henry ; Manly, George Thomas ; Massiah, Dr. Edward Seys ; Mathura, Maula Bux ; Quick, Rev. Thos. Edwin ; Rahamatali Khan ; Ramlal ; Rohlehr ; Monteith Dr. John ; Shankland, Walter Charles ; Smith, James ; Wise, Dr. Kenrick S. ; Wishart, Dr. Wm. deWever.

H. K. M. SISNETT,

*Stipendiary Magistrate and Coroner.*

	Children.	Total.				G.	Amounts deposited	Estimated value of
		G.	M.	F.	B.		for transmission.	jewellery and coins.
						Dollars.	Dollars.	
1890	7	124	778	382	147	124	1,17,611	25,000
1891	8	193	1,209	518	178	193	98,332	35,893
1892	5	166	1,184	503	145	166	81,629	15,900
1893	8	148	1,067	476	138	148	87,763	17,000
1894	0	134	1,159	511	150	136	94,458	18,850
1895	1	190	1,085	587	191	190	99,799	19,500
1896	3	164	1,199	526	153	164	69,470	7,500
1897	1	72	990	348	91	72	51,458	7,500
1898	9	91	746	296	89	91	50,170	8,528
1899	5	67	733	260	75	67	44,569	7,380
1900	6	68	659	221	66	68	34,393	5,600
1901	9	99	682	271	89	99	39,587	7,000
1902	5	139	1,033	369	115	139	62,490	10,400
1903	5	158	1,060	410	175	158	63,424	10,580
1904	4	139	920	385	154	159	67,102	11,000
1905	9	159	1,174	467	169	159	79,597	12,000
1906	6	110	849	312	106	110	58,502	9,000
1907	8	87	703	263	98	87	58,075	9,664
1908	1	51	449	209	61	51	31,637	6,240
1909	6	51	468	183	46	51	38,380	7,676
1910	7	74	558	220	78	74	43,454	7,242
1911	6	51	460	179	60	51	36,897	4,800
1912	4	47	404	158	46	47	39,860	6,644
	20	2,604	19,569	8,054	2,620	2,604		

One dollar=4s. 2d. or three rupees and two annas.

(Fractions of a dollar are omitted.)

## APPENDIX 13.

*Agreement of Lease entered into betwixt the Estates Company, Limited, Owners of Plantation cum annexis, hereinafter called the "Company" and residing on Plantation cum annexis, hereinafter called the "Tenant".*

1. The Company agrees to lease to the Tenant a piece of land measuring \_\_\_\_\_ roods by \_\_\_\_\_ roods, situate on \_\_\_\_\_ section of Plantation for a period of ten (10) years with the right of renewal.
2. The Tenant agrees to pay to the Company for the said piece of land the sum of \_\_\_\_\_ per annum, said rent being payable in advance from the \_\_\_\_\_ day of \_\_\_\_\_, 191 \_\_\_\_\_.
3. The Tenant has the right to erect a dwelling house on the said piece of land, but hereby undertakes and agrees not to erect any shop or to carry on any trade or business, on the piece of land hereby leased.
4. The Tenant binds and obliges himself to give four days labour per week on Plantation when called upon to do so by the Company through their Manager or other authorised person.
5. If rent above referred to remains unpaid for six months from the date when it falls due or if the Tenant commits any other breach of the terms of this Agreement, then the Company shall have the right to enter upon and retake possession of the plot of land hereby leased and all buildings and erections thereon without paying any sum to the Tenant by way of damages or compensation for so doing.

In witness whereof the respective parties hereto have signed this Agreement, the Tenant at Plantation \_\_\_\_\_ in the county of \_\_\_\_\_ on \_\_\_\_\_ day of \_\_\_\_\_ 191 \_\_\_\_\_ and the Company at the City of Georgetown in the County of Demerara, on \_\_\_\_\_ day of \_\_\_\_\_ 191 \_\_\_\_\_, and in the presence of the subscribing witnesses.

Witnesses —

**NOTE**—The fourth clause is sometimes deleted if the Tenant objects to a definite agreement to give labour.

## APPENDIX 14.

## REMITTANCES BY EAST INDIANS TO INDIA.

Year.				Amount.			No. of Remittances.
				£	s.	d.	
1891	...	...	...	3,796	14	0	...
1892	...	...	...	3,680	6	10	...
1893	...	...	...	3,061	6	10	...
1894-95	...	...	...	3,880	6	9	...
1895-96	...	...	...	2,046	19	11	...
1896-97	...	...	...	2,735	1	0	...
1897-98	...	...	...	1,967	8	1	...
1898-99	...	...	...	5,886	9	0	...
1899-1900	...	...	...	2,002	5	9	...
1900-01	...	...	...	2,179	8	10	...
1901-02	...	...	...	2,296	9	3	...
1902-03	...	...	...	2,107	11	2	954
1903-04	...	...	...	2,084	11	11	1183
1904-05	...	...	...	1,705	13	4	988
1905-06	...	...	...	1,932	14	3	1089
1906-07	...	...	...	1,870	10	0	992
1907-08	...	...	...	1,697	7	6	815
1908-09	...	...	...	1,702	4	9	913
1909-10	...	...	...	1,951	13	6	817
1910-11	...	...	...	2,269	6	10	931
1911-12	...	...	...	2,721	7	3	859

## APPENDIX 15.

## DEPOSITS IN SAVINGS BANKS.

Year.	No. of Depositors.	Government Savings Bank.	No. of Depositors.	Post Office Savings Bank.	No. of Depositors.	Total Banks Deposits.
		£ s. d.		£ s. d.		£ s. d.
1891 ...	5,398	107,342 19 9	477	3,380 7 5½	6,875	110,723 7 2½
1892 ...	5,781	109,267 14 9	613	4,048 0 8½	...	113,316 15 5¼
1893 ...	6,118	112,790 11 9½	759	5,651 5 8½	...	118,491 17 6
1894-95 ...	5,994	109,553 12 0½	1,040	7,746 14 10½	...	117,300 6 11
1895-96 ...	4,950	94,573 19 7	1,169	8,967 14 1½	...	103,541 13 8½
1896-97 ...	4,520	90,574 18 3	1,175	8,488 0 3	...	99,062 18 6
1897-98 ...	4,444	86,114 16 1	1,193	8,956 5 5½	5,637	95,071 1 6½
1898-99 ...	4,339	£7,935 5 4	1,490	11,457 11 5	5,819	99,292 16 9
1899-1900 ...	4,167	85,162 8 6½	1,543	11,792 3 1	5,710	96,954 11 7½
1900-01 ...	4,326	84,935 14 10	1,984	15,186 19 6	6,310	100,122 13 4
1901-02 ...	4,473	88,413 3 2½	1,975	15,221 10 1	6,448	103,634 13 3½
1902-03 ...	4,800	93,879 4 10½	2,242	19,277 15 6½	7,042	113,157 0 5
1903-04 ...	4,924	97,556 2 11	2,572	20,913 13 9	7,296	118,469 16 8
1904-05 ...	4,872	95,941 3 2	2,417	21,384 19 8	7,389	117,326 2 10
1905-06 ...	4,423	87,045 13 2	2,712	28,215 10 1	7,135	115,261 3 3
1906-07 ...	4,659	89,062 4 4	3,032	32,723 14 10½	7,691	121,785 19 2½
1907-08 ...	4,368	85,016 16 0	3,285	36,206 17 2½	8,173	121,223 13 2½
1908-09 ...	5,103	84,246 3 6½	3,553	37,567 16 9	8,556	121,814 0 3½
1909-10 ...	4,968	86,631 17 2½	3,887	44,649 9 0½	8,855	128,281 6 3
1910-11 ...	2,100	31,242 6 4	5,674	86,562 18 6	7,774	117,805 4 10
1911-12 ...	Transfer Office	red to the Post Savings Bank.	8,214	123,051 6 11½	8,214	123,051 6 11½

APPENDIX 16.

RETURN.

SHOWING THE NUMBER AND ACREAGE OF (1) GRANTS AND HOMESTEADS, AND  
(2) LICENSES OF OCCUPANCY OF CROWN LAND MADE TO EAST INDIANS  
DURING THE FOLLOWING YEARS.

Financial year 1st April—31st March.	GRANTS AND HOMESTEADS.		LICENSES OF OCCUPANCY.	
	No.	Acres.	No.	Acres.
1890-91	...	...	...	...
1891-92	2	150	4	200
1892-93	3	300	1	35
1893-94	2	350	3	250
1894-95	4	310	7	493-50
1895-96	4	350	1	100
1896-97	4	284-42	...	...
1897-98	10	850	...	...
1898-99	63	5,992-63	1	93
1899-00	18	1,440	44	501-12
1900-01	72	5,800-71	28	231-72
1901-02	39	2,171-70	3	155
1902-03	80	1,990	...	...
1903-04	95	3,370-50	7	421-41
1904-05	29	494	17	248-42
1905-06	82	1,743-27	17	3,091-08
1906-07	30	598-21	17	900-10
1907-08	59	1,361-42	11	283-43
1908-09	63	1,168	17	2,140-75
1909-10	23	535	4	328-55
1910-11	59	1,152-03	5	1,140-08
1911-12	36	525-44	4	10-98
1912-13	67	960-38	10	333-66

NOTE.—Grants are practically absolute transfers.

Homestead grants are limited to 5 acres, with restrictions on alienation for a period of 10 years.

Licenses to occupy are leases for a term. The tenure is similar to Indian rayatwari tenure.

## APPENDIX 17.

## ASSESSMENT VALUE OF LANDED PROPERTY HELD BY EAST INDIANS.

Year.	Assessed Value in dollars.	
1895-96	...	
1896-97	315,196	
1897-98	320,202	
1898-99	328,136	50
1899-00	351,173	90
1900-01	379,797	
1901-02	376,006	50
1902-03	384,528	50
1903-04	428,689	
1904-05	462,462	
1905-06	614,260	
1906-07	639,707	
1907-08	679,259	
1908-09	732,589	70
1909-10	747,378	
1910-11	845,823	20
1911-12	972,761	34

One dollar = four shillings and two pence or three rupees and two annas.



## APPENDIX 18.

APPROXIMATE NUMBER OF CATTLE, ETC., OWNED BY EAST INDIANS  
ON PLANTATIONS.

Year.						Cattle.	Sheep and Goats.
1890	...	...	...	...	...	20,631	5,326
1891	...	...	...	...	...	20,264	5,619
1892	...	...	...	...	...	17,145	3,504
1893	...	...	...	...	...	15,228	2,723
1894-1895	...	...	...	...	...	13,782	3,390
1895-1896	...	...	...	...	...	14,339	3,069
1896-1897	...	...	...	...	...	15,779	5,322
1897-1898	...	...	...	...	...	14,696	4,114
1898-1899	...	...	...	...	...	14,905	4,075
1899-1900	...	...	...	...	...	15,247	4,930
1900-1901	...	...	...	...	...	14,751	5,111
1901-1902	...	...	...	...	...	17,785	5,529
1902-1903	...	...	...	...	...	16,553	5,390
1903-1904	...	...	...	...	...	15,506	4,993
1904-1905	...	...	...	...	...	14,508	9,135
1905-1906	...	...	...	...	...	17,351	6,118
1906-1907	...	...	...	...	...	16,668	5,610
1907-1908	...	...	...	...	...	15,606	4,918
1908-1909	...	...	...	...	...	13,136	5,047
1909-1910	...	...	...	...	...	13,393	3,752
1910-1911	...	...	...	...	...	12,475	3,178
1911-1912	...	...	...	...	...	13,384	3,022

[NOTE BY THE IMMIGRATION DEPARTMENT.]

There is no record in this Department of the number of cattle in places other than Sugar Plantations, and statistics procurable from elsewhere do not discriminate between the races of owners; but the East Indians on estates are proportionately greater owners of cattle than those on estates.

**CHECKED**  
**2003-04**