Secrt. II—48—21,640-19-1-17.

Despatch

Home (1917) Department.

(Pols)

Ordy SERIES.

G.O. No. 1146-47

DATED 8-11-17

INDEXED

[Despatch Abstract.]

EMIGRATION - CEYLON.

Directing the despatch of a reply to the Government of India, Department of Commerce & Industry on the subject of the arrangements for labour emigration to Ceylon.

Cm 3333 Part

8-10-17

-8-OCT-1917
HOME DEPART

No. 11726.

GOVERNMENT OF INDIA.

DEPARTMENT OF COMMERCE AND INDUSTRY.

REGISTRAR HOME DEPARTMENT
1-OCT-1917
GOVT. OF MADRAS

SIMLA, the 29th SEPTEMBER 1917.

G. S. HARDY, Esquire, I. C. S.,
UNDER SECRETARY TO THE GOVERNMENT OF INDIA,

To

The Secretary to the Government of Madras,
Home Department.

Sir,

I am directed to forward copy of a despatch No. 101 (Pub.), dated the 24th August 1917, and enclosures, received from His Majesty's Secretary of State for India, regarding the arrangements for labour emigration to Ceylon and to request that the Government of India may be favoured with the observations of the Government of Madras.

bp 2-11 infra

I have the honour to be, Sir,
Your most obedient servant,

UNDER SECRETARY TO THE GOVERNMENT OF INDIA.

L.N.

C. & I.—E. 21.

REGISTRAR HOME DEPARTMENT
1-OCT-1917
GOVT. OF MADRAS

Confidential.

India Office, London,
24th August 1917.

Public,
No. 101.

To His Excellency the Right Honourable the Governor General of India in Council.

My Lord,

Labour emigration to Ceylon.

With reference to correspondence ending with the letter of the Secretary to Your Excellency's Government in the Commerce and Industry Department, No. 72, Emigration, dated the 27th April last, I transmit, for the consideration of Your Excellency in Council, a copy of further correspondence[1] regarding the arrangements for labour emigration to Ceylon.

[1] From Colonial Office, dated 4th May 1917, with enclosure.
From ditto, dated 29th June 1917, with enclosure.
To ditto, dated 16th August 1917.

2. I shall be glad to be favoured with the views of Your Excellency's Government after consultation with the Government of Madras.

3. While it is clear that the action taken was dictated by a desire to utilise the best local agency available, it would appear that the Government of Ceylon were not actually consulted as regards the decision to vest with the Ceylon Labour Commission, an unofficial agency, the responsibility of deciding whether individual male labourers unaccompanied by their families fell within the prohibited category or not.

4. I fully recognise that the admitted necessity of restricting emigration to Ceylon compelled the urgent adoption of exceptional arrangements, but it will be seen that the Colonial Government have addressed a formal complaint to the Secretary of State for the Colonies.

I have the honour to be,
My Lord,
Your Lordship's most obedient humble Servant,
(Signed) Ed. S. Montagu.

4

ENCLOSURES.

ENCLOSURE No. 1:—*Colonial Office to India Office.*

No. 22104. Downing Street,
4th May 1917.

Sir,

I am directed by Mr. Secretary Long to transmit to you, for the consideration of Mr. Secretary Chamberlain, the accompanying copy of a telegram[1] from the Governor of Ceylon, relative to the control of the emigration of estate labour, and to say that the Governor is being requested to write fully by mail as to the representations which he desires to make in the matter.

[1] Telegram from Governor, dated 28th April 1917.

I am, &c.,
G. GRINDLE.

The Under Secretary of State
for India.

ANNEX:—*Telegram from the Governor of Ceylon to the Secretary of State for the Colonies, dated 28th April 1917.*

In spite of my representations Government of Madras insist on placing control over emigration of estate labour in hands of Ceylon Labour Commission, a private institution representing only one group of employers. I regard such an arrangement as fundamentally wrong, and request that Government of India may be moved to instruct Madras to accept my proposal to place the matter in hands of our official representative at Mandapam Camp.—ANDERSON.

ENCLOSURE No. 2:—*Colonial Office to India Office.*

No. 30831. Downing Street,
29th June 1917.

Sir,

With reference to the letter from this Office of the 4th May, I am directed by Mr. Secretary Long to transmit to you, to be laid before Mr. Secretary Chamberlain, for any observations which he may desire to offer the accompanying copy of despatches[2] from the Governor of Ceylon relative to the control of the emigration of estate labourers from India to Ceylon.

[2] From Governor, Ceylon, dated 13th May 1917, No. 284.
From ditto (Confidential), dated 17th May 1917.

I am, &c.,
G. GRINDLE.

The Under Secretary of State
for India.

ANNEX 1:—*Governor of Ceylon to Colonial Office.*

No. 284. Ceylon,
13th May 1917.

Sir,

I have the honour to acknowledge the receipt of your telegram of the 2nd May 1917, intimating that the question of the control of emigration of estate labourers to Ceylon from India, which formed the subject of my telegram of 28th April, is being referred to the Secretary of State for India. In accordance with your request that my representations in this connection should be communicated to you I now enclose, for your information, copies of correspondence between this Government and the Government of Madras on the subject.

2. From this correspondence you will observe that the Madras Government having arrived at a decision without previous reference to this Government,

insists on the control of the emigration to Ceylon of all Indian coolies (other than those taking up employment under the Ceylon Government) being placed in the hands of the Ceylon Labour Commissioner in South India. I am strongly opposed to the adoption of this procedure for two reasons :—First, the Ceylon Labour Commissioner is the private representative only of a certain group of employers of agricultural labourers, and is unconnected in any way with this Government, or with the considerable number of other employers who do not subscribe to or support the Ceylon Labour Commission ; secondly, the Ceylon Labour Commissioner has nothing whatever to do with the very important class of labourers which comes to Ceylon from South India with the object of working in the Colombo Harbour, to say nothing of the numerous domestic servant and rickshaw cooly classes.

3. It might have been supposed that the officers of the Madras Government would themselves have been able to perform the duty of determining what coolies fall within the prohibited class, but this apparently is not the case. In these circumstances I am prepared to approve of its being done by the official representative of this Government in charge of the cooly camp at Mandapam, who not only on account of his official position, but because he is in a better position to control all classes of coolies proceeding to Ceylon, is a far more suitable person for the purpose than a private individual like the Labour Commissioner.

4. I trust that you will agree with this view, and that you will move the Secretary of State for India to instruct the Government of Madras to agree to my proposal that the control of the emigration of coolies to Ceylon be placed in the hands of the official representative of this Government at Mandapam. I am still in communication with the Government of Madras as to the issue of permits to coolies required for service in the harbour of Colombo, a matter of more than local importance.

I have, &c.,
JOHN ANDERSON,
Governor, &c.

The Secretary of State,
Colonial Office.

Enclosure 1 in above.

Telegram to Secretary to the Government of Madras, dated 24th March 1917.

Your telegram dated 21st instant. This Government considers sixty thousand coolies would suffice for its requirements for a year, and suggests that the Madras Government should effect the restriction by issuing permits to that number of coolies only and forbidding departure without a permit.—F. C. GIMSON.

Enclosure 2 in above.

Telegram from the Secretary to the Government of Madras, Home Department, to the Hon. the Colonial Secretary, Colombo, dated the 28th March 1917, No. 96.

Your telegram dated 24th. As labour emigration to Ceylon proceeds by several channels and for different purposes, this Government finds difficulty giving effect to rule limiting number only. This Government therefore proposes grant permits only to labourers on whose behalf application is made by Ceylon Labour Commission, provided Commission undertakes to make no application on behalf of any adult male labourer proceeding Ceylon for first time unaccompanied by family. To facilitate control, permits will be granted only at Mandapam for Dhanushkodi route and Tuticorin route closed to third class passengers. Letters follows.—C. RAMANAYACHAN, Registrar.

Enclosure 3 in above.

From E. A. Harvey, Esq., Indian Civil Service, Acting Secretary to the Government of Madras, to the Hon. the Colonial Secretary, Colombo.

No. 1022–1. Fort St. George,
Sir, 29th March 1917.

With reference to your telegram of the 24th instant and in continuation of this Government's telegram dated the 28th instant, No. 96, a copy of which is attached, I am directed to say that, on a careful consideration of the various classes of labourers emigrating to Ceylon and the conditions under which they are recruited or led to emigrate, His Excellency the Governor in Council has decided that it would probably not be possible satisfactorily to work a rule limiting the number of labourers emigrating to Ceylon to any fixed number as representing the minimum labour requirements of the island. He considers that such a rule would not be calculated adequately to meet the object in view, namely, the restriction of emigration in the case of those labourers whose services are needed for military purposes.

2. Excluding 1914, a year in which the conditions of emigration to Ceylon were somewhat exceptional owing to the outbreak of war, the raids of the *Emden* and the low price of rubber, it appears that the average number of estate labourers leaving India for Ceylon during the past five years comprised in round figures, 64,000 men, 25,000 women and 21,000 children. The great majority of these labourers proceed to Ceylon under the supervision of the Ceylon Labour Commission who sent during the three years 1914–16, on an average each year 50,000 men, 16,000 women and 18,000 children. Besides these estate labourers, who travelled on tin tickets, there were each year an appreciable but unascertainable number of labourers proceeding to Ceylon for work in the Colombo docks, or on the railways or as rickshaw-pullers. It is probable that many, if not most, of the latter class of labourers were not new to the island but were returning after a visit to their homes. Of the labourers proceeding under the care of the Ceylon Labour Commission some 25,000 men, 11,000 women and 13,000 children on an average each year were new to the island. The others had been in Ceylon before and were returning thither. His Excellency the Governor in Council has no desire to prevent the return to Ceylon of those Indian labourers who have been there before and probably have as many ties in the island as in India. It is unlikely also that such persons and those who emigrate with their families would be willing to accept military or quasi-military service of any kind. His Excellency the Governor in Council therefore considers that it will be sufficient for the purposes in view if the emigration of adult males (*e.g.*, males over 18 years of age) unaccompanied by their families proceeding to Ceylon for the first time is restricted.

3. To give practical effect to such a restriction, it is necessary to employ a trustworthy agency experienced in dealing with the class of Indian labourers that usually emigrates to Ceylon ; and such an agency is available in the Ceylon Labour Commission which already controls much the greater part of the annual emigration to the island, His Excellency the Governor in Council proposes, therefore, to station an officer of this Government at Mandapam who will issue permits to emigrate to labourers on whose behalf an application is made by the Ceylon Labour Commission, which will undertake to support no application on behalf of an intending emigrant new to Ceylon if that emigrant be a male over 18 years of age who proposes to proceed to the island without his family. The officer in question will further see that no obstacle is placed in the way of passengers who are not labourers of the class whose emigration is restricted by the Government of India notification.

4. To facilitate control it is proposed to allow third-class passengers (including permit holders) to proceed to Ceylon only *viâ* Danushkodi, *i.e.*, to close the Tuticorin route to third-class passengers.

5. To enable these arrangements to be introduced with the least practicable hardship to those concerned, permits will be issued to all labourers now in the quarantine camps at Mandapam and Tattaparai. It is requested that, if His

Excellency the Governor of Ceylon has no objection, instructions may at once be issued to the Superintendent of the quarantine camp at Tattaparai to admit no more inmates to that camp. To meet any hard cases that may occur of labourers reaching the Mandapam camp in *bonâ fide* ignorance to the notified prohibition, the special officer will be given discretion to issue permits up to the end of April 1917 in cases where no application is made by the Ceylon Labour Commission.

6. His Excellency the Governor in Council trusts that these arrangements will cause the minimum reduction in the supply of labour to Ceylon consistent with the object of the Government of India's notification, but His Excellency in Council must reserve the right to modify these arrangements in the direction of severer restriction should the results of experience show that that object has not been adequately secured.

I have, &c.,
E. A. HARVEY,
Acting Secretary to Government.

Enclosure 4 in above.

From E. A. Harvey, Esquire, Indian Civil Service, Acting Secretary to the Government of Madras, Home (Miscellaneous Department), to the Hon. the Colonial Secretary, Colombo.

Government of Madras,
30th March 1917.

Sir,

I am directed to forward the enclosed proceedings of the Madras Government, No. 326, dated the 30th March 1917.

I have, &c.,
C. RAMANAYACHAN,
for Secretary.

GOVERNMENT OF MADRAS.

Received _____ 1917. Registered _____ 1917.

ABSTRACT.

Home (Miscellaneous) Department. G.O. No. 326, dated the 30th March 1917.

ORDER.

No unskilled labourer (as defined in the explanation to the Government of India notification No. 1237-E.D., dated the 12th March 1917), shall be allowed to leave this Presidency for Ceylon without a permit. Such permits will be issued by an officer of this Government who will be stationed at Mandapam. The permits will be issued daily to cover the list of intending emigrant labourers prepared by the responsible official of the Ceylon Labour Commission at Mandapam. The Commission has undertaken to exclude from these lists all adult males unaccompanied by their families proposing to emigrate to Ceylon for the first time. For purposes of this order an adult male shall be deemed to be one over 18 years of age.

2. The lists prepared by the Ceylon Labour Commission for presentation to the permit-issuing officer should contain particulars of the name, father's name, age, sex, caste, village, district kangany (if any), and estate (if any) to which proceeding, in the case of each intending emigrant, and should further state whether the emigrant is new to Ceylon or not. This list, the accompanying application made by the Commission, and the permit that is to issue with reference thereto, shall be in forms to be drawn up by the permit issuing officer in consultation with the Ceylon Labour Commissioner, which should be communicated to the Government. Printed forms will after approval by the Government be supplied from the Government Press, Madras, and pending the receipt thereof, manuscript or cyclostyled forms should be used.

3. A return should be submitted monthly to Government through the District Magistrate showing the number of labourers (men, women, and children separately) for whom permits were issued and differentiating old from new emigrants.

4. The permit-issuing officer will note that these instructions apply to unskilled labourers only, and that other passengers should be allowed to proceed without permits.

5. Pending the arrival of the permit-issuing officer at Mandapam all labourers on 31st March 1917 undergoing quarantine at Mandapam or awaiting a steamer at Tattaparai shall be allowed to proceed on their journey without a permit. Thereafter no third-class passenger shall be permitted to leave for Ceylon *viâ* Tuticorin. The following telegrams will be issued to the District Magistrates of $\frac{\text{Ramnad}}{\text{Tinnevelly}}$:—

No. $\frac{104}{105}$, Reference G.O. 285, dated eighteenth, all labourers in $\frac{\text{quarantine camp, Mandapam}}{\text{camp, Tattaparai}}$ on thirty-first instant may proceed Ceylon. Those entering camp thereafter $\frac{\text{will require permits from officer who is being}}{\text{if any should be prohibited proceeding}}$ $\frac{\text{appointed}}{\text{Ceylon}}$.

6. All District Magistrates are requested to make it widely known throughout the villages that labourers proceeding to Ceylon must obtain permits through the Ceylon Labour Commission, and that the only route open is *viâ* Mandapam; and that no permit will be granted to an adult male unaccompanied by his family and proposing to emigrate for the first time to Ceylon. The permit-issuing officer will, however, be given discretion to issue permits up to the end of April to any labourer who presents himself to Mandapam without an application from the Ceylon Labour Commission.

7. Orders will issue in the Public Department posting an officer of the Indian Civil Service to Mandapam to carry out the duties detailed in these orders. He will work under the general supervision of the District Magistrate, Ramnad. He will be allowed an establishment of one clerk on Rs. 30 per mensem, and two peons on Rs. 9 each per mensem; they will not be eligible to draw grain compensation allowance.

Further orders will issue in the Financial Department regarding provision of funds.

(True Extract.)

E. A. HARVEY,
Acting Secretary.

To the District Magistrate, Ramnad.
To the District Magistrate, Tinnevelly.
To the Inspector-General of Police (with copy of G.O. 285, dated 18th March 1917).
To the Public Department.
To the Superintendent, Government Press.
Copy to all other District Magistrates.
Copy to the Ceylon Government with C. L.
The Accountant-General.
The Financial Department.

Enclosure 5 in above.

Telegram of 4th April 1917 to the Government of Madras.

Referring to your letter of 29th March, 1022-1. I suggest that there is no need to bring Labour Commissioner into the matter. A prohibition of

Prof Go 360 L
6-4-17

emigration of males over 18, unaccompanied by families going to Ceylon for first time, would be sufficient. Local authorities will be better able than Labour Commission to decide who belongs to prohibited class. Tattaparai camp will be closed.

Enclosure 6 in above.

Telegram from Government of Madras to Colonial Secretary, Colombo, dated 6th April 1917.

117. Reference your telegram of 4th instant. Madras Government require Labour Commission's services, it being only suitable organisation available to work the orders prohibiting emigration of males over 18 years of age unaccompanied by families. In absence of any well-grounded objection to employment of Labour Commission this Government regret inability to modify the orders. —MADRAS, HOME.

Enclosure 7 in above.

Telegram from Colonial Secretary, Colombo, to Madras, Home Department, dated 12th April 1917.

Reference your telegram dated 6th instant. The Ceylon Labour Commission is a private organisation kept up by a combination of a certain number of planters. There are a large number of planters outside it, also other employers of Tamil labour. It is impossible to entrust their interests to the agent of a section of the employers. We therefore desire that the Superintendent of Mandapam Camp, who is a Government employé, should be responsible, and trust you will see your way to agree to this proposal.

There are, however, a considerable number of Coast Moormen employed in the harbour who are constantly going and returning and do not bring their families. As the supply of these is absolutely necessary, we trust no difficulty will be placed in the way of these coming over to the number of 1,000 for the service of the port.

Enclosure 8 in above.

Telegram from Government of Madras to the Colonial Secretary, Colombo, dated 23rd April 1917, *No.* 139.

Your telegram of 12th instant. Instructions under issue, authorising permit issuing officer, Mandapam, to issue permits to labourers on certificate of Superintendent of Quarantine Camp, Mandapam, that they are proceeding to Ceylon for Government work, regarding emigration of coolies to estates, Madras Government, after careful consideration regret inability to accept proposal to hold Superintendent, Quarantine Camp, responsible for prohibiting emigration of adult males. They consider such recruitment must be controlled by a properly organised labour agency. At present one such agency in existence is Ceylon Labour Commission. It handles bulk of labour emigrating to Ceylon. They adhere to original orders in the matter.—MADRAS, HOME.

Enclosure 9 in above.

Telegram to Lord Pentland, Madras, dated 28th April 1917.

I ask your personal attention to correspondence with Madras Home Department as to permits for labourers coming to Ceylon. I earnestly deprecate attitude of Home Department which desires to place control of whole estate labour supply in hands of a private institution representing only one section of employers, and am requesting intervention of His Majesty's Government.

Proposals of Home Department make no provision for case of coolies employed in Colombo Harbour. Any interference with supply of these will vitally affect Imperial interests.—ANDERSON.

Enclosure 10 in above.

Telegram from Lord Pentland, Madras, to Sir John Anderson, Nuwara Eliya, dated 30th April 1917.

Your telegram dated 28th April about permits for labourers proceeding to Ceylon. Directions have already issued on this Government telegram and letter, dated 23rd April, that coolies employed Colombo Harbour should not pass through Ceylon Labour Commission, and that permits for them will be issued on certificate your Mandapam Agent that they are proceeding for Government work. Trust this arrangement satisfactory in their case. Regarding estate labour we consider it necessary that recruitment should be controlled by properly organised labour agency. Letter follows.—PENTLAND.

Enclosure 11 in above.

Telegram to Lord Pentland, Governor of Madras, dated 9th May 1917.

Your telegram dated 30th April. Harbour coolies are not employed by Government, and therefore cannot be said to be employed on Government work. Request that coolies required for employment in harbour may be passed on certificate of Camp Commandant.—GOVERNOR.

ANNEX 2:—*Governor of Ceylon to Colonial Office.*

(Confidential.)

Ceylon,
17th May 1917.

Sir,

In continuation of my Despatch No. 284, of the 13th May 1917, with which I transmitted copies of correspondence between this Government and the Government of Madras on the subject of the control of emigration of labourers to Ceylon from India, I have the honour to enclose a copy of a letter, dated 30th April 1917, which I have received from Lord Pentland in this connection, together with a copy of my reply thereto, dated 12th May.

I have, &c.,
JOHN ANDERSON,
Governor, &c.

The Secretary of State,
Colonial Office.

Enclosure 1 in above.

Governor, Madras, to Governor of Ceylon.

Government House, Ootacamund,
30th April 1917.

My dear Sir John,

Would you please refer to your telegram dated 28th April, regarding permits for labourers proceeding to Ceylon, and my telegram of this date in reply? When you despatched your telegram of the 28th April you apparently had not seen this Government's telegram No. 139 of the 23rd April, which was a reply to your Colonial Secretary's telegram of the 12th April. You will see from that telegram that we had already modified our previous orders in so far as they related to the emigration of coolies employed in the Colombo harbour, and that we have directed our officer at Mandapam to issue permits for such coolies on the certificate of your Camp Superintendent at Mandapam that they are proceeding to Ceylon for Government work. These coolies will therefore no longer pass through the hands of the Ceylon Labour Commission, and if you consider that any other classes of labourers employed by your Government should be similarly treated, we are quite prepared to issue the necessary orders.

As regards estate labour, the Madras Government have been much concerned to devise a remedy for certain objectionable features which have come under our notice in the recruiting methods practised by some private employers of labour in Ceylon, and particularly by estates which do not

subscribe to the Ceylon Labour Commission. We are satisfied from the enquiries made by Messrs Marjoribanks and Marakayar, that it was necessary to place all recruitment of labour for private employment in Ceylon under the control of an organised labour agency established in this Presidency.

In giving effect to this decision my Government had necessarily to make use of the only labour agency available, namely, the Ceylon Labour Commission. I sympathise with your dislike of recruitment being placed in the hands of a private body, but in the absence of a labour agency authorised by your Government, I feel sure you will agree that no other course was possible. I would add that the fact that the Commission recruits for 85 per cent. of the estates, and that it has throughout been making earnest and genuine endeavours to suppress abuses in connection with recruitment, seemed to us fully to justify this course, and I sincerely hope that the arrangements as now modified will meet with your approval.

Yours sincerely,
PENTLAND.

His Excellency,
Sir John Anderson, G.C.M.G., &c.

Enclosure 2 in above.

Governor of Ceylon to Governor of Madras.

Ceylon,
12th May 1917.

My dear Lord Pentland,

I am much obliged for yours of 30th April, but I am sorry to say we are still far from satisfied. In the first instance, I venture to suggest it would have been more in accordance with the usage prevailing between neighbouring administrations if your Government had taken us into council before arriving at a decision in these labour matters which are of equal importance to both. If that had been done the whole trouble might have been avoided.

As it is your Government, which in the nature of things cannot know where the shoe pinches us, has taken an important decision with the most serious effect on us here, and left us in the objectionable position of having to protest and appeal. That is not as it should be, and I should be glad if you would try and arrange that we should have our say before a decision is arrived at. It is most important for us to work in harmony with you and we are fully aware of this, and are anxious to realise your point of view as well as our own and not to raise unnecessary difficulties, and I am quite sure that if your Government would, as far as possible, take us into council, no trouble would arise.

Now as regards, first, the harbour coolies, these are not in Government employ but in the employ of two or three firms of landing or coaling agents, and if you will modify your instructions to allow certificates to be issued to coolies proceeding to Ceylon for work under any recognised firm of wharfage or coaling agents it will be all right.

As regards estate labour we have no information as regards the objectionable features in the recruiting methods employed by estates outside the Ceylon Labour Commission. I can find nothing in the Marjoribanks-Marakayar report on the subject beyond a statement in paragraph 26 that there is reason to believe that some such estates send tin tickets direct to professional recruiters in India. The evidence on which that suggestion is founded does not appear in the report, and I venture to think that if the Commission and your Government considered that this led to evils and malpractices, and had brought the matter to our notice, we should have made haste to find a permanent remedy, while the action of your Government can be, at best, a temporary palliative.

As it is, by ignoring this Government and placing the control of emigration entirely in the hands of a private agency responsible only to its employers, you are placing a severe disability on all estates outside that agency, including practically all the estate owners who are natives of the country. The result must be that to get their necessary labour these estates must have resort to "crimping," or to encouraging bolting and other devices not calculated to minimise labour troubles and difficulties in the island.

Our Camp Superintendent at Mandapam could easily do the work and without favouring any employer or class of employers. The Labour Commissioner is at hand to help and advise if required, but I am unable to see that he has any knowledge or facilities at his command for the object your Government have in view which are not equally available to the Government official to whom we have asked you to submit the task.

I am not concerned to deny the valuable services rendered by the Labour Commission, but, with nearly forty years' official experience behind me, I say without hesitation that I have never previously known of a case where the Government of a British Possession would have taken such a step without consulting the Government of the Possession whose interests were affected.

There are evils connected with the employment of labour from South India in Ceylon undoubtedly, and they have been the subject of my most anxious consideration ever since I have been here. But they are of old standing, and an effective remedy is by no means simple. If your Government considered that some of them were so pressing that their removal was urgent, and had taken the usual course of bringing them to our notice, we should have done our utmost to meet their wishes.

Yours, &c.,
JOHN ANDERSON.

His Excellency
The Governor of Madras.

ENCLOSURE No. 3:—*India Office to Colonial Office.*

J. and P. 2827.

India Office,
16th August 1917.

Sir,

In reply to Mr. Grindle's letter of the 29th June, No. 30831, I am directed by Mr. Secretary Montagu to state for the information of Mr. Secretary Long that the papers have been sent to the Government of India for report. The arrangements adopted in Madras, under exceptional conditions, were evidently inspired by the desire to ensure that the labour emigration which was urgently needed by Ceylon should be conducted under adequate control by responsible agents familiar with conditions in the colony. While Mr. Montagu regrets that the Governor of Ceylon should find cause for complaint in the measures taken, he is not sure that the Ceylon Government fully appreciate the view taken by the Indian authorities. In the absence of such arrangements for emigration to Ceylon as have been made by the Federated Malay States, the Madras Government were placed in a position of real difficulty.

I have, &c.,
M. C. SETON.

The Under Secretary of State,
Colonial Office.

3 (a)—160,004—16-1-17.

NOTES. Page

Home dept
(Mis)

9

pp 7

Emigration - Ceylon.

From the G of I, Dept of Commerce and Industry), No 11726, d the 29.9.17.

For the w.o

Attention is invited to the undermentioned G.o.s and the notes thereto :-

V i) G.o no 326, Home (Mis), d the 30.3.17
L ii) G.o no 360, " d the 6.4.17
x iii) G.o no 396 .. d the 23.4.17
A iv) G.o no 458 .. d the 14.5.17
S v) G.o no 606 .. d the 19.6.17.

2 It will be seen that the enclosures to the Secretary of State's despatch embody all the correspondence that has passed between the Ceylon Govt and this Govt on the subject of utilising the services of the Ceylon Labour Commission in working the orders prohibiting the emigration of adult males of over eighteen years of age unaccompanied by families ~~proceeding~~ to Ceylon for the first time, except the last letter d the 23.5.17 ~~from~~ from H.E to the Governor of Ceylon.

pp 7-8 ✓ S
G.o. 606/1917.

pp 7-8 of 90 606 S
1967

3 The last letter referred
above meets all the arguments and
objections against the employment o
the Ceylon Labour Commission (in
controlling emigration of labour t
Ceylon.

4 It will be observed
the main objections of the Govt of C
are that the Ceylon Labour Comm
is only a private agency responsible
only to its employers and that a
severe disability is placed on all
estates outside the agency including
practically all estate owners who
are natives of the country. This
objection has lost much of its force
in view of the fact that since the
last letter referred to in para 3 above was
written it has come to light
the Ceylon Labour Commission
for permits not only for coo
for whose recruitment it is d
responsible, but also for coo
required for estates which d
subscribe to the Ceylon Labo
Commission. The Govt carefu
Considered whether the practic
the Commission applying for

p 6049.0 to S.

S
pp 7-8 of 90 606
1967

G.1.656 B
26.6.17
Vide notes at pp 2-7
notes of even date
B

B
p57 to 64 0656
2667

on behalf of coolies required for estates which have not joined the Commission should be allowed to continue or not and it was decided to allow the practice to continue. It was ~~thought~~ considered that such a step would tend to disarm the Ceylon Govt's prejudice by not imposing an unfair disability on employers of labour in Ceylon who do not subscribe to the Commission.

p 7 to 9 0606 S
1961 7

5 As regards the objection that the Commission is only a private agency it has been fully explained in H. E's letter of the 23.5.17, that the strictures passed by Messrs Hayforth and Karakkayat on the methods adopted by certain estates in Ceylon under the utilisation of the most suitable agency) available to control emigration in order to minimise the recruiting) abuses It has also been explained that the Govt were unable to adopt the suggestion of the Govt of Ceylon to utilise the services of the Kandapa Camp Superintendent as he has

pp 7-8 vide S

Scott. II—8 (a)—160.004—16-1-17.

F 90.606 S
1917

E

P&PO 606 S
1917

the experience of the co
not the means of knowing
coolies are obtained. Th
Ceylon has also been imp
the present procedure
regarded as a temporar
and that a satisfactor
can only be arrived at by
of an official Labour
Controlled by the Ceylon
be seen from para 8 of
416, Home (Kis), & the 26
in connection with the arrang
regulating emigration
this Govt have strongly
for the Consideration of th
that all recruitment of
should be conducted and
by some one agency, dire
responsible to the Colon
as in the case of recruitmen
for the Straits. Pending
this Govt considered that
which were

Para 4 p 2 ef

the decision to vest with the Ceylon Labour Commission the responsibility of controlling emigration it will be observed that the Secretary of State himself recognizes that the admitted necessity of restricting emigration to Ceylon compelled the urgent adoption of exceptional arrangements. The objections which the Ceylon Govt raised after the arrangements were sanctioned by this Govt received very careful consideration and it was decided that no modification was called for. It will be noticed that the Secretary of State is of the opinion that the arrangements adopted by this Govt were inspired by the desire to ensure that the labour emigration which was urgently needed by Ceylon should be conducted under adequate control by responsible agents familiar with conditions in the Colony.

Last letter at p 11 C.F.

C.O.
R. 182

7 It is for orders whether the whole position may be explained to India.

H.M. for perusal of
The letter of H.E. d 23

F.C.
10.X.17.
I.dft. to C.O. 17

Scott. II—8 (a)—12-1-15.

NOTES.

S

B

Mr pp 7-8 of Eo 606 d 19-6-17 (S) - with the addition of the facts brought to light in the report on pp 5 of Eo 656 d 26-6-17 (B) - will furnish a sufficient answer. May a draft be prepared on these lines?

DMS
16 10 17

Yes, please: + let me see the draft - which should also be circulated to His Excellency before issue

GCO
17.10.17

draft
DMP
18.10.17

For the U.S

A draft order and a draft letter are submitted for approval.

JK
19.X.17.

Adck
19.10.17

I have fol. up matter draft. letter.

HMP
21.10.17

S. Please revise the des

MW
23/10/17

Rd bynue 25th

U.S
Seen

Revised draft sgd

S.
5.11.17

AB
29.10.17

Adck
31.10.17

Box 15
Cire 3.11.17
Retd 7.11.17

Sectt. Ins.—8 (a)—160,004—16-1-17.

NOTES.

15

Draft for approval
HMW
3/11/17

HMW
HE the Governor

5-11-17

6 - NOV 1917

SECRETARY TO GOVERNMENT OF MADRAS
HOME DEPARTMENT
7-NOV-1917

Issue
HMW
7/11/17

Sectt. II—10 (δ)—12-1-16. MISCELLANEOUS DEPARTMENT

Emigration - Ceylon.

Directing the despatch of a reply to the Govt. of India, Dept. of Commerce & Industry on the subject of the arrangements for labour emigration to Ceylon.

16

READ AGAIN G.O. No. ....., dated ..... 191 .

" " " " ....., " ..... 191 .

READ ALSO:—

C. No. 3333, From the Govt. Dept of Commerce and Industry, No. 11726 dated 29.9. 191 7.

" " ....., " " ....., " ....., " ..... 191 .

" " ....., " " ....., " ....., " ..... 191 .

ORDER. No. 1146, dated 8. 11 1917.

Mis.

The following reply will be despatched to the Govt. of India, Department of Commerce and Industry.

Ju 19.X.17. Rdek 19.10.17

HF 20/10/17

LETTER: -

To

The Secretary to the Govt. of India, Dept. of Commerce and Industry.

with copy & pp 7-8 of G.O. 606 1917.

Sir,

(Mr Hardy's)

With reference to [illegible] letter No. 11726, dated the 29th September 1917,

P. 1CP

~~1917~~ regarding the arrangements for labour emigration to Ceylon, I am directed to forward a copy of a letter on the subject dated the 23rd May 1917, addressed by H.E. the Governor of Madras to H.E. the Governor of Ceylon, which furnishes full information on all the points raised in the letter of the 12th May 1917, from H.E. the Governor of Ceylon to H.E. the Governor of Madras, printed as one of the enclosures to the Despatch from His Majesty's Secretary of State for India, No. 101-Public, dated the 24th August 1917. Since the letter of the 23rd May 1917, referred to above, was written it has come to light that the Ceylon Labour Commission applies for permits not only for coolies for whose recruitment it is directly responsible but also for coolies required for employers of labour in Ceylon who do not subscribe to the Ceylon Labour Commission. The main objection of the Ceylon Govt. that the Commission is responsible only to its employers and that a severe disability is placed on all estates outside the agency including practically all estate owners who are natives of the country no longer therefore require serious consideration. It will be observed from para 8 of my letter No. 416, Home (Mis), dated the 26th April 1917, that in connection with

Letter mis 11 47 & 8. 11. 17

To

The Secretary to the Government of India,
Dept. of Commerce and Industry,
(with enclosure).

Sir,

With reference to Mr. Hardy's letter No.11726, dated the 29th September 1917, regarding the arrangements for labour emigration to Ceylon, I am directed to forward a copy of a letter dated the 23rd May 1917 from H.E. the Governor of Madras to H.E. the Governor of Ceylon which shows that this Government had at the moment no alternative but to utilise the services of the Ceylon Labour Commission. The following figures taken from the monthly reports since received by this Government from their permit-issuing officer at Mantapam show that the C.L.Commission has been regularly applying for permits for coolies for estates which do not subscribe to it (about 25 % of the total number of estates in Ceylon) as well as for coolies employed on casual labour.

	Coolies for estates which subscribe to the C.I.C.			Coolies for estates which do not subscribe.			Other non-estate unskilled labourers.		
	Adult males.	Adult females.	Total.	Adult males.	Adult females.	Total.	Adult males.	Adult females.	Total.
April 1917.	1482	725	2207	143	44	187	340	42	382
May 1917.	2165	1129	3294	256	108	364	1041	84	1125
June 1917.	2263	1137	3400	149	69	218	696	108	804
July 1917.	2006	1005	3011	160	61	221	1002	119	1121
[illegible]917.	1737	956	2693	106	39	145	1115	100	1215
. 1917.	1603	864	2467	139	59	198	1502	144	1646
Total.	11256	5816	17072	953	380	1333	5696	597	

the C.I. Commission ~~might lead to possible abuses~~ but as no other properly organised labour agency was available they were forced, as has been said, to utilise the services of this commission which handles the bulk of labour emigration to Ceylon.

2. As regards the complaint that the Ceylon Government were not consulted, I am to point out that, in their letter No.286, dated 18-3-17, this Government did ask the Colonial Government to suggest suitable arrangements for enforcing the provisions of the Government of India's notification. The Colonial Government however merely suggested that permits should be confined to 60,000 coolies per annum and did not offer any remarks as to how the issue of permits should be regulated. The Madras Government ~~thereupon~~ considered that a rule limiting the number of labourers emigrating to Ceylon to any fixed number would prove practically unworkable and decided to restrict the emigration to the Colony of adult males unaccompanied by their families and proceeding to Ceylon for the first time. To give effect to this suggestion an officer was stationed at Mantapam to issue permits to labourers on whose behalf application is made by the Ceylon Labour Commission. The Government of Ceylon then suggested that the services of the Superintendent of the quarantine camp at Mantapam be utilised instead of those of the comission, but this Government could not agree as this officer

the coolies before him had been recruited. ~~The Madras officer was in the same position.~~ Resort to the Ceylon Labour Commission was thus actuated by a temporary urgency ~~by a temporary urgency~~ and the Ceylon Government were unable to offer this Government an acceptable alternative.

3. I am, in this connection, to observe that in connection with the arrangements for regulating emigration to Ceylon, the Govt. of Madras have already suggested for the consideration of the Government of India (Vide my letter 416 Home (Mis.) dated 26-4-17) that all recruitment of assisted emigration to Ceylon should be conducted and supervised by some one agency directly responsible to the Colonial Government as in the case of recruitment of labourers for the Straits. Pending such settlement, and in ~~the face~~ of the necessity of conserving the man power of India by restricting emigration, the existing orders - which could only be regarded as temporary - ~~arose~~ The subsequent objections of the Ceylon Govt. were fully and sympathetically considered. In the absence of specific instances of hardship and of a more suitable scheme, HE. the Governor in Council sees no reason to modify the orders already passed.

iven for copying
copied
n examined
n signed
} 191

AIN G.O. No. 191 . DATED

RRENT No.

ES TO C. N

ARENT .. .. .. A A A A A A A

MENT.

TO.

T FOR DESPATCH