Rev Dpl Sept

Government of Madras

HOME DEPARTMENT (MISCELLANEOUS)

25

G.O. No. 323, 29th March 1918

Emigration—Malaya

Authorizing the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam and the Emigration Agent at Madras for the Federated Malay States and Straits Settlements to ship up to a total number of 73,000 adult emigrant labourers (males and females) during the calendar year 1918.

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L.R.

ORIGINAL

Government of Madras

HOME DEPARTMENT (MISCELLANEOUS)

—2—

G.O. No. 323, 29th March 1918

Emigration—Malaya

Authorizing the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam and the Emigration Agent at Madras for the Federated Malay States and Straits Settlements to ship up to a total number of 73,000 adult emigrant labourers (males and females) during the calendar year 1918.

READ—the following papers:—

I

G.O. No. 20, Home (Miscellaneous), dated 8th January 1918.

II

Letter—from the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO Avargal, Secretary to Government, Home (Miscellaneous) Department.
To—the Chief Secretary to the Government of the Federated Malay States.
Dated—Fort St. George, the 8th January 1918.
No.—75–1.

I am directed to invite a reference to the correspondence ending with the Proceedings of this Government No. 545, Home (Miscellaneous), dated the 6th June 1917, fixing the total number of emigrant labourers who were authorized to be shipped to Malaya during the year 1917, and to state that the Governor in Council has now under consideration the question of fixing the number of labourers who should be permitted to emigrate to Malaya between the 1st January and the 31st December 1918. I am to request that this Government may be furnished with an estimate of the minimum number of labourers who should be authorized to emigrate during the year to meet the requirements of the whole of Malaya. Pending settlement of this question this Government have authorized the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States and the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam to ship emigrant labourers to Malaya during the year 1918 without any restriction.

III

Letter—from the Chief Secretary to the Government of the Federated Malay States.
To—the Secretary to the Government of Madras, Home (Miscellaneous) Department.
Dated—Kuala Lumpur, the 8th February 1918.
No.—460.

I have the honour to refer to your letter No. 75–1, dated the 8th January 1918, on the subject of the shipment to Malaya from Madras of emigrant labourers between the 1st January and the 31st December 1918, and to convey to you the thanks of this Government for authorizing the shipment of emigrant labourers to Malaya in 1918 without restriction pending decision as to the total number of emigrants permitted for the year.

2. In view of the restrictions which have recently been imposed in British Malaya on the alienation of Rubber Lands it is estimated that the minimum requirements for new coolies in Malaya would be met for the year 1918, if His Excellency the Governor of Madras in Council will authorize the emigration to Malaya of 73,000 adult coolies (male and female). This number represents a reduction of 9,000 on the total number of adult labourers whose emigration to Malaya was authorized for the year 1917.

Order—No. 323, Home (Miscellaneous), dated 29th March 1918.

Under the proviso to rule 16-B of the Defence of India (Consolidation) Rules, 1915, the Government of Madras authorize the Superintendent of the Emigration Depot of the Federated Malay States stationed at Negapatam and the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States to ship emigrant labourers (unskilled labourers) to Malaya subject to the following conditions:—

(1) That no adult male coolie under 25 years of age shall be allowed to emigrate to Malaya during the remainder of the year 1918.

(2) That the total number of adult coolies (males and females) shipped to Malaya from the 1st January to the 31st December 1918 shall not exceed 73,000 excluding children who should be permitted to emigrate freely without restriction.

(3) That a report on the lines prescribed in paragraph 1 of G.O. No. 1054, Home (Miscellaneous), dated the 14th September 1917, is submitted to Government.

2. The shipping agents concerned are informed that steamers leaving Madras and Negapatam should on no account carry unskilled emigrant labourers in contravention of the above orders.

(True extract)

L. D. Swamikannu,
Acting Secretary to Government.

To the Emigration Agent for the Straits Settlements and Federated Malay States at Madras.
" Superintendent of the Emigration Depot of the Government of the Federated Malay States at Negapatam.
" Commissioner of Police, Madras.
" Inspector-General of Police, Madras.
" District Magistrate of Tanjore.

Copy to the Chief Secretary to the Government of the Federated Malay States, Kuala Lumpur (with C.L.).
" the Honourable the Colonial Secretary, Singapore (with C.L.).
" the Government of India, Department of Commerce and Industry (with C.L.).
" the Messrs Binny & Co., Agents, British India Steam Navigation Company (Limited), Madras.
" the Madura Company (Limited), Negagatam.
" the Secretary to the Provincial Recruiting Board.

GOVERNMENT OF MADRAS.

HOME (MISCELLANEOUS) DEPARTMENT.

No. 324.

From

The Hon'ble Diwan Bahadur
L. D. SWAMIKANNU PILLAI Avargal, I.S.O.,
Acting Secretary to the Government of Madras,
Home (Miscellaneous) Department.

To

The CHIEF SECRETARY to the GOVERNMENT of the FEDERATED MALAY STATES, Kuala Lumpur.

Dated Fort St. George, the 29th March 1918.

Sir,

With reference to the correspondence ending with your letter No. 460, dated the 8th February 1918, I am directed to forward herewith a copy of the Proceedings of this Government No. 323, dated the 29th March 1918, in which the total number of emigrant labourers authorized to be shipped to Malaya during the year 1918 has been fixed at 73,000 and the emigration of adult male labourers under 25 years of age prohibited.

2. I am to explain that in the interests of recruiting for the army this Government have found it necessary to prohibit the emigration of adult males under 25 years of age.

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

L. D. SWAMIKANNU,
Acting Secretary to Government.

GOVERNMENT OF MADRAS.

HOME (MISCELLANEOUS) DEPARTMENT.

No. 325.

From

THE HON'BLE DIWAN BAHADUR
L. D. SWAMIKANNU PILLAI AVARGAL, I.S.O.,
Acting Secretary to the Government of Madras,
Home (Miscellaneous) Department.

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF COMMERCE AND INDUSTRY.

Dated Fort St. George, the 29th March 1918.

Sir,

In continuation of the correspondence ending with Diwan Bahadur R. Ramachandra Rao's letter No. 3755-3, Home (Miscellaneous), dated the 13th December 1917, I am directed to forward herewith a copy of the Proceedings of this Government No. 323, dated the 29th March 1918, in which the total number of emigrant labourers authorized to be shipped to Malaya during the year 1918 has been fixed at 73,000 and the emigration of adult male labourers under 25 years of age prohibited.

2. Though the number of emigrant labourers (adult males and females) permitted to emigrate to Malaya during the year 1917 was fixed at 82,000, only 69,600 actually emigrated during that year. The Colonial Government, who were asked to furnish an estimate of the minimum requirements of labour for the current year, have fixed their demand at 73,000 adult labourers (males and females). After a careful consideration of the question this Government have agreed to allow the emigration of the full number of labourers required in Malaya, while prohibiting the emigration of adult males under 25 years of age. The Governor in Council considers that the prohibition now imposed will serve to protect the interests of recruiting for the army.

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

L. D. SWAMIKANNU,
Acting Secretary to Government.

NOTES CONNECTED WITH G.O. Nos. 323-25, HOME (MISCELLANEOUS), DATED 29TH MARCH 1918

[SUBJECT.—*Emigration—Malaya.*]

I

Previous paper :
Letter 75-1, *Home* (*Miscellaneous*), 8*th January* 1918.

II

From the Government of the Federated Malay States, No. 460, *dated the* 8*th February* 1918.

HOME (MISCELLANEOUS) DEPARTMENT.

Attention is invited to G.O. No. 20, Home (Miscellaneous), dated the 8th January 1918, in which the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam and the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States have been authorized to ship emigrant labourers to Malaya without any restriction during the year 1918, pending settlement of the number of labourers who should be permitted to emigrate to Malaya during the year. The Government of the Federated Malay States, state that in view of the restrictions which have recently been imposed in British Malaya on the alienation of rubber lands, it is estimated that the minimum requirements for new coolies in Malaya will be met for the year 1918 if the emigration of 73,000 adult coolies (males and females) is authorized.

2. The number was fixed at 82,000 during the year 1917 but the actual number who emigrated to Malaya is only about 69,600 (G.O. No. 545, dated the 6th June 1917). The number now proposed by the Government of the Federated Malay States is thus higher than that who actually emigrated during 1917 by 3,400. It does not seem that the number proposed by the Government of the Federated Malay States is a fair estimate looking to the figures of emigration of last year and the restriction said to have been recently imposed on the alienation of rubber lands. Attention is in this connection invited to the remarks of the Secretary, Provincial Recruiting Board and the decision arrived at by the Provincial Recruiting Board in the matter of emigration to Malaya. The Secretary, Provincial Recruiting Board, may perhaps be consulted un-officially in the first instance as to what reduction should be made in the number proposed by the Government of the Federated Malay States.

T.C.N.—25-2-18.
P.S.R.—27-2-18.

R. RAMACHANDRA RAO—27-2-18.

PROVINCIAL RECRUITING BOARD.

The decision to restrict labour emigration announced in March 1917 was made with a view to conserve the man power of India for purposes of labour in connexion with the war (Paper I, page 1 of G.O. No. 285, dated the 18th March 1917). But the Government of India allowed us discretion to supply the *minimum* requirements of Ceylon and Malaya.

2. In regard to Ceylon this Government have ordered that labourers proceeding there must obtain permits and that no permits should be issued to an adult male unaccompanied by his family and proposing to emigrate for the first time to Ceylon (G.O. No. 326, dated the 30th March 1917).

3. In regard to Malaya the Government permitted the emigration of 82,000 adults (males and females) during 1917 (G.O. No. 545, dated the 6th June 1917). This number was 17,500 in excess of the average number of emigrants for the preceding six years but the Government agreed to allow this number on the strong representation of the Colonial Government that owing to the increased quantity of rubber produced to meet national demands this number was necessary. As a fact, however, only 69,600 persons have emigrated during the year 1917, owing apparently to shipping difficulties. For the year 1918, the Federated Malay States Government request that 73,000 may be permitted and the question now for consideration is whether this number represents the *minimum* requirements of the Colony. On the admission of that Government themselves, they have placed some restriction on the alienation of rubber lands which, it is anticipated, would enable the Colony to get on with a lesser number of coolies. They have not given us any information as to the quantity of rubber needed for war proposes. It is therefore submitted that as decided at the meeting of the Provincial Recruiting Board, the number should be cut down, leaving it to the Colonial Government to make out a case on ground of national demand for rubber.

4. It is open to that Government to increase the number of labourers available in the Colony

(*a*) by inducing labourers to remain there without returning to India by offering increased wages,

(*b*) by reducing shipping facilities to return to India,

(*c*) by prohibiting if necessary return of emigrants to India.

An idea of the number, which might thus be available is afforded by the fact that during 1916, 52,397 labourers and during the first four months of 1917, 23,640 returned to South India.

R.V.—8–3–18.

As I have already pointed out elsewhere the people who return from Malaya are of no use to us for military purposes. They either come back with money and have no desire for immediate employment elsewhere until they return again to Malaya, or they have had enough of employment overseas and are not likely to be tempted to a fresh venture.

2. I would strongly recommend in the interests of recruiting that the basis of our negotiation with the Colonial Government should be a stoppage of this return current. As the office note points out, there are various ways in which this could be done. I believe that a large number (*something like 10,000) of these returned emigrants from the recruiting staff for the Malaya estates: they would be very much better employed, I think, in working on the rubber estates, the recruiting being done by a far smaller number of men.

* Only 5000 or 6000—vide paragraph 11 of the note of Messrs. Marjoribanks and Marakkayar at page 13 of letter 239, 9th March 1917.

3. I do not find that the argument of the national demand for rubber has been put forward by the Colonial Government. It could hardly be urged with great force, seeing that in many rubber growing areas restriction of tapping is being publicly advocated, while complaints are rife that the rubber produce in South India cannot find shipment to the United Kingdom. The only remark bearing on this issue that I find is in paper No. VI on page 2 of G.O. No. 457, dated 14th May 1917, where the Colonial Government speak of the national importance of the Malay States' industries.

4. Conversation with Mr. Bathurst left a strong impression that his Government looked at nothing except the prosperity of the Malay States' planters. The military requirements in Mesopotamia must obviously give way to these interests. We have no data to go upon and can only arrive at an arbitrary conclusion. I would suggest that the Colonial Government should be told that we cannot acquiesce in more than 50,000 emigrants (males and females) going during the current year and would point out that it should be possible for them to secure the balance of labour required by

inducing or arranging for the further stay in the States of some of the large number of coolies who annually return to Madras. It might be explained as already indicated that these are of no use to us for recruiting purposes.

A. R. KNAPP—9–3–18.

HOME (MISCELLANEOUS) DEPARTMENT.

India's orders are that with a view to conserving man-power in India for purposes of labour connected with war, emigration of labour should be permitted to Malaya to a limited extent necessary to supply the minimum requirements of the Colony. The Colonial Government who were asked to furnish an estimate of the minimum requirements of labour for the year 1917 pitched the number so high as 82,000 (adults) which exceeded the average flow of emigration in the preceding six years by 17,500. This Government were at first not convinced of the need for as many emigrant labourers as were required by Malaya but in the end yielded to the Colonial Government's wishes having regard mainly to the national importance of rubber during war, the principal industry of the Colony. The fact that only 69,600 labourers after all emigrated during the year, and the absence of any evidence to show that the industries in Malaya suffered for want of more labour show that the estimate of the Colonial Government was a little extravagant, however much emigration might have been retarded by want of shipping facilities to Malaya. This circumstance lends support to the impression of the Secretary, Provincial Recruiting Board, that the Colonial Government looked at nothing except the prosperity of Malaya planters.

2. The number now asked for by the Colonial Government for the year 1918 is 73,000 (adult males and females). If the emigration of labour during the past year can be regarded as a guide, it would seem that the requirements of the Colony will be more than amply met if the same number is allowed to emigrate this year also. But the Colonial Government have since imposed certain restrictions on the alienation of rubber lands in British Malaya which admit of a decrease in the demand for labour. To what extent the demand has been decreased by these restrictions is not known. That however a substantial reduction has been rendered possible is apparent from the fact that the Colonial Government have framed the estimate for this year at 9,000 less than that proposed for the last year. Allowing therefore for some reduction it would seem that the requirements of the Colony for this year would be met by the emigration of a much smaller number than that * who actually emigrated during the past year, say about 65,000 at the outside. Looking to the fact that the Colonial Government view the question only from the standpoint of the prosperity of planters, even this number 65,000 can hardly be regarded as the minimum. There are, however, as yet no data on which to reckon the actual minimum requirements unless that Government are asked again to revise their estimate having regard to the urgent necessity of conserving man-power in India for military purposes and to fix the figure as low as possible consistently with their minimum requirements.

* 69,600.

3. The figure 50,000 suggested by the Secretary, Provincial Recruiting Board, is "arbitrary." He suggests that the basis of our negotiation with the Colonial Government should be a stoppage of the return current and that the Colonial Government should secure the balance of labour required by inducing or arranging for the further stay in the States of some of the large number of labourers who annually return to Madras. The office-note of the Provincial Recruiting Board suggests three methods by which stoppage of the return current can be effected. Of these the latter two courses viz., the prohibition of the return current and the reduction of shipping facilities seem open to objection as they would curtail the freedom of labourers to return to India, a factor which plays not a minor part in popularising the conditions of labour in Malaya. A check on the return current by any of the two courses referred to above would tend to place the immigrant labourers at the mercy of their employers, their freedom to return to India being curtailed. At a time when the Government are anxious to improve the conditions of labour in Ceylon and Malaya and have taken steps to ameliorate them a proposal to either prohibit the return

current or reduce shipping facilities will perhaps be most unwelcome to labourers. The Provincial Recruiting Board has already come to the decision that by increased wages or otherwise the men already working in the Colony should be induced to stay. If employers choose to offer better terms or higher wages there is every likelihood of more men staying on in the Colony, the average excess of arrivals in, over departures from, Malaya during the past six years being about 10,000*

* For six years from 1911—16.	
Total number of arrivals of adult labourers in Malaya	396,616
Total number of departures from Malaya	335,441
Excess of arrivals over departure .	61,175
Average for one year ...	10,196*
	(adult labourers).

4. In the circumstances it is for consideration whether

(1) the facts may be fully explained to the colonial Government while asking them to revise their estimate of minimum requirements having regard to the urgent necessity of conserving man-power in India for military purposes ; or

(2) whether the number may once for all be fixed at 50,000 as suggested by the Secretary, Provincial Recruiting Board, the employers in the Colony being left to find the balance of labour, if any, required by inducing or encouraging return labourers to stay on by the offer of higher wages or better terms.

T.C.N.—16–3–18.

P.S.R.—18–3–18.

The latter course seems to be preferable. Our position is perfectly clear—we want men to meet the military needs of Mesopotamia. The position of the Colonial Government is not so strong ; they want men, they say, for work of national importance, but it is not shown that they cannot get on with this work without these very large drafts from India. I think we should put it to them that we can only spare 50,000 and leave them to put their case for more on a clearer basis if they want to.

Of the three methods of reducing the 'return current' set out on page 2 ante, (*c*) is perhaps the only one to which we need take objection. Such a prohibition as is there suggested would be incompatible with our general policy. But I don't see why some restriction in the shipping facilities might not be introduced. Other considerations may force such a restriction on us in any case As to the (*a*) remedy suggested, it is to be presumed that if any actual shortage does arise in the colony, individual employers will naturally raise pay and attractions in order to get the labour they want. The Colonial authorities can also cut down their recruiting staff : even if this is only 5,000 or 6,000, it is still, to all appearances far too many.

The position may be explained to the Colony on the lines suggested by the Revenue Secretary.

C. H. BROWN—18–3–18.

It seems safe to limit emigration to Malaya to 50,000 for 1918.

L. D. SWAMIKANNU—18–3–18.

The argument that the Malay rubber industry is of national importance no longer holds good in view of the public campaign for the reduction of output and of the restrictions of shipping to England. Our need of men for the army is of pre-eminent importance and Malay demands must be subordinated to it. We should therefore make a drastic reduction in the number of persons allowed to emigrate to Malay and need not be nervous about doing so, as the Colony has the means of protecting its own interests, viz., by stoppage of what Mr. Knapp calls 'the return current.'

It is suggested that the number of emigrants, male and female, to be allowed to emigrate this year should be limited to 50,000. As the proportion of males to females who emigrate is about 4 to 1, this would mean that the number of males allowed to emigrate should be limited to 40,000. I think that in addition to fixing this limit we should also order that no male under 25—the combatant age—should be allowed to leave the country.

There is another point in connexion with Malay recruiting which Mr. Knapp has just brought to my notice. It is that returned emigrants, who are not authorized recruiters, pick up relations and friends in this country and take them back to Malay with them. This matter needs looking into, as recruiting should be done by authorized persons only.

Will be attended to after file returns from His Excellency the Governor.

L.D.S.—21–3–18.

Please take up separately the case of Ceylon and let me know how the restrictions imposed last year have affected emigration to that Colony.

H. F. W. G[ILLMAN]—19–3–18.

To His Excellency the Governor (as directed by telephone from the Hon'ble Mr. Gillman).

L. D. SWAMIKANNU—21–3–18.

Demi-official—from Captain E. F. THOMAS, Assistant Recruiting Officer, Madras.
To—the Hon'ble Mr. A. R. KNAPP, I.C.S., Acting Secretary to Government, Revenue Department.
Dated—Kilpauk, the 17th March 1918.

Prospects in South Arcot and Chingleput seem poor for recruiting. I had a long interview at Chunampet with the zamindar of that place and it was an oft-heard story I had from him when he asked why Penang emigration was not stopped if Government wanted non-combatant recruits. South Chingleput and Tindivanam taluk of South Arcot seem to give a lot of emigrants for Penang and practically everybody tells me while emigration to the Straits is open it will continue to be very difficult to get men for overseas and this though the Straits prefer families while we take only males. This and the practical servitude of the Padial are my two greatest difficulties.

I mention this in case the Government are thinking further about the Penang question which was mentioned at the Recruiting Board meeting.

REVENUE DEPARTMENT.

Submitted that Captain Thomas' demi-official may be sent to the Home (Miscellaneous) Department for consideration along with the main file about restricting the number of men to be allowed to emigrate to the Straits Settlements this year.

R.V.—19–3–18.

A. R. KNAPP—20–3–18.

HOME (MISCELLANEOUS) DEPARTMENT.

Discussed with His Excellency and decided that the emigration of males under 25 years of age to the Straits should be prohibited. We are on sound ground in making this prescription in view of the information received that emigration to the Colony is prejudicially affecting combatant recruiting.

With this restriction there is no need to reduce the total figure of 43,000 proposed by the Straits Government; which may be accepted. They got less than they asked for last year, and shipping restrictions will probably be more acute this year and reduce the number they receive probably below their own estimate.

H. F. W. G[ILLMAN]—25–3–18.

A draft order and two draft letters—one to the Government of the Federated Malay States and the other to the Government of India, Department of Commerce and Industry—are submitted for approval.

2. As regards the question raised in the last paragraph but one of the Honourable Member's note above it is submitted that under the existing orders, all unskilled labourers emigrating to Malaya should pass through the hands of the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States and the Superintendent of the Federated Malay State Government

Emigration depot at Negapatam—vide rule 16-B of the Defence of India (Consolidation) Rules and G.O. No. 20, dated 8th January 1918. Unskilled labourers otherwise emigrating to Malaya are punishable under rule 29 of the Defence of India (Consolidation) Rules, 1915, with imprisonment for a term which may extend to three years or with fine or both. There are only two ports, viz., Madras and Negapatam, from which emigrants are shipped to Malay. If there is any unauthorized emigration of the kind referred to, the police officers in these ports are presumably responsible for its prohibition, with the aid, if required, of the Colonial Government officers mentioned above. The Commissioner of Police, Madras, and the District Magistrate of Tanjore may perhaps be asked to inquire into the matter and report. A draft memorandum is submitted for approval.

3. A note on the point raised in the last paragraph of the Honourable Member's note at page 5 will be submitted separately.

C.H.B.—27-3-18.

T.C.N.—26-3-18.

P.S.R.—26-3-18.

C. H. BROWN—27-3-18.

L. D. SWAMIKANNU—28-3-18.

[G.O. Nos. 323–25, Home (Miscellaneous), dated 29th March 1918.]

Home(Misc.)Department.

-8-

Emigration - Malaya.-

Authorising the Superintendent of the F.M.S.Govt.Emigration Depot at Negapatam and the Emigration Agent at Madras for the Federated Malay States and Straits Settlements to ship up to a total number of 73,000 adult emigrant labourers(males and females) during the calendar year 1918.

R e a d:-

I
G.O.No.20,Home (Misc.)dated the 8th January 1918.

II
Letter to the Chief Secy.to the Govt.of the F.M.S.No.75-1,Home(Misc.) dated the 8th January 1918.

III
C.No.678,From the Chief Secretary to the Govt.of the F.M.S.No.460 of 1918, dated the 8th February 1918.

ORDER:- No. 323 dated 29-3-1918.

Press
Mis.

Issue branch
Please issue in
No first G.O.
G.O. + letters
be numbered
other necessary
despatched
Sd
29-3-18.

Under the proviso to rule 16B of the Defence of India(Consolidation) Rules,1915 the Government of Madras authorise the Supdt. of the Emigration Depot of the Federated Malay States stationed at Negapatam and the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States to ship emigrant labourers(unskilled labourers) to Malaya subject to the following conditions:-

(1) That no adult male cooly under 25 years of age shall be allowed to emigrate to Malaya ~~in future~~ during the year 1918.

(2) That the total number of adult coolies (males and females) shipped to Malaya from the 1st January to the 31st December 1918 shall not exceed 73,000 excluding children who should be permitted to emigrate freely without restriction.

(3)

(3) That a report on the lines prescribed in para.1 of G.O.No.1054, Home(Misc.)dated the 14th September 1917 is submitted to Government.

2. The shipping agents concerned are informed that steamers leaving Madras and Negapatam should on no account carry unskilled emigrant labourers in contravention of the above orders.

To

The Emigration Agent for the S.S. and F.M.S. at Madras.
" Supdt.of the Emigration Depot of the Govt.of the F.M.S.at Negapatam.
" Commissioner of Police, Madras.
" I.G.of Police.
" D.M. of Tanjore.
Copy to the Chief Secretary to the Govt.of the F.M.S.Kuala Lumpur.(C.L.)
Copy to the Hon'ble the Col.Secretary Singapore. (C.L.)
,,, Govt.of India, Dept.of C.& I. (with C.L.)
,,, Messrs.Binny and Co., Agents B.I.S.N.Co., Karaikal.
" Madura Co. Ld. Negapatam
Secretary, Provincial Recruiting Board.

Spare copies despd to Comr/of Police, Dy. Inspr. of Police & Govt. Chr. 23.4.18

Letter No. 324 dt 29.3-18

To

The Chief Secretary to the Govt.of the Federated Malay States, Kuala Lumpur.

Sir,

With reference to the correspondence ending with your letter No.460 of 1918, dated the 8th February 1918, I am directed to forward herewith a copy of the proceedings of this Government No. , dated the in which the total number of emigrant labourers authorised to be shipped to Malaya during the year 1918 has been fixed at 73,000 ~~which is the full number asked for,~~ and the emigration of adult male labourers under 25 years of age prohibited.

2. I am to explain that in the interests

of recruiting ~~men~~ for the army ~~expeditionary corps~~ ~~connected with the war~~ this Government ~~after careful consideration~~ have found it necessary to prohibit the emigration of adult males under 25 years of age.

LETTER:- No. 325 dt 29-3-18.

To

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

Sir,

In continuation of the correspondence ending with Diwan Bahadur R.Ramachandra Rao's letter No.3755-3, Home(Misc.)dated the 13th December 1917 I am directed to forward herewith a copy of the proceedings of this Govt. No. , dated in which the total number of emigrant labourers authorised to be shipped to Malaya during the year 1918 has been fixed at 73,000 and the emigration of adult male labourers under 25 years of age prohibited.

2. Though the number of emigrant labourers(adult males and females) ~~that was~~ permitted to emigrate to Malaya during the year 1917 was fixed at 82,000, only 69600 ~~the number that~~ actually emigrated during that year. ~~was only 60,600.~~ The Colonial Government, who were asked to furnish an estimate of the minimum

requirements of labour for the current year have fixed their demand at 73,000 adult labourers(males and females). After a careful consideration of the question this Govt. have agreed to allow the emigration of the full number of labourers required in Malaya, while prohibiting the emigration of adult males under 25 years of age. The Governor in Council considers that the prohibition now imposed will serve to protect the interests of ~~labour required~~ recruitment for the army.

26.3.18.

26-3-18.

27.3.18

28.3.18

For approval
Rules — attd
+ 28/15-4-0 - Please
Paid 17/4

— 10 —

G.O. No. 323, 29th March 1918

Emigration—Malaya

Authorizing the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam and the Emigration Agent at Madras for the Federated Malay States and Straits Settlements to ship up to a total number of 73,000 adult emigrant labourers (males and females) during the calender year 1918.

READ—the following papers :—

I

G.O. No. 20, Home (Miscellaneous), dated 8th January 1918.

II

Letter—from the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO, Avargal, Secretary to Government, Home (Miscellaneous) Department.
To—the Chief Secretary to the Government of the Federated Malay States.
Dated—Fort St. George, the 8th January 1918.
No.—~~Ref.~~ 75-1.

I am directed to invite a reference to the correspondence ending with the Proceedings of this Government No. 545, Home (Miscellaneous), dated the 6th June 1917, fixing the total number of emigrant labourers who were authorized to be shipped to Malaya during the year 1917, and to state that the Governor in Council has now under consideration the question of fixing the number of labourers who should be permitted to emigrate to Malaya between the 1st January and the 31st December 1918. I am to request that this Government may be furnished with an estimate of the minimum number of labourers who should be authorized to emigrate during the year to meet the requirements of the whole of Malaya. Pending settlement of this question this Government have authorized the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States and the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam to ship emigrant labourers to Malaya during the year 1918 without any restriction.

III

Letter—from the Chief Secretary to the Government of the Federated Malay States.
To—the Secretary to the Government of Madras, Home (Miscellaneous) Department.
Dated—Kuala Lumpur, the 8th February 1918.
No.—460.

I have the honour to refer to your letter No. 75-1, dated the 8th January 1918, on the subject of the shipment to Malaya from Madras of emigrant labourers between the 1st January and the 31st December 1918, and to convey to you the thanks of this Government for authorizing the shipment of emigrant labourers to Malaya in 1918 without restriction pending decision as to the total number of emigrants permitted for the year.

2. In view of the restrictions which have recently been imposed in British Malaya on the alienation of Rubber Lands it is estimated that the minimum requirements for new coolies in Malaya would be met for the year 1918, if His Excellency the Governor of Madras in Council will authorize the emigration to Malaya of 73,000 adult coolies (male and female). This number represents a reduction of 9,000 on the total number of adult labourers whose emigration to Malaya was authorized for the year 1917.

Order—No. 323, Home (Miscellaneous), dated 29th March 1918.

Under the proviso to rule 16-B of the Defence of India (Consolidation) Rules, 1915, the Government of Madras authorize the Superintendent of the Emigration Depot of the Federated Malay States stationed at Negapatam and the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States to ship emigrant labourers (unskilled labourers) to Malaya subject to the following conditions:—

(1) That no adult male coolie under 25 years of age shall be allowed to emigrate to Malaya during the remainder of the year 1918.

(2) That the total number of adult coolies (males and females) shipped to Malaya from the 1st January to the 31st December 1918 shall not exceed 73,000 excluding children who should be permitted to emigrate freely without restriction.

44
1 - Pro.
2 - Print
1 - Cert
15 - Note

(3) That a report on the lines prescribed in paragraph 1 of G.O. No. 1054, Home (Miscellaneous), dated the 14th September 1917, is submitted to Government.

2. The shipping agents concerned are informed that steamers leaving Madras and Negapatam should on no account carry unskilled emigrant labourers in contravention of the above orders.

(True extract)

L. D. Swamikannu,
Acting Secretary to Government.

To the Emigration Agent for the Straits Settlements and Federated Malay States at Madras.
" Superintendent of the Emigration Depot of the Government of the Federated Malay States at Negapatam.
" Commissioner of Police, Madras.
" Inspector-General of Police, Madras.
" District Magistrate of Tanjore.
Copy to the Chief Secretary to the Government of the Federated Malay States, Kuala Lumpur (with C.L.).
" the Honourable the Colonial Secretary, Singapore (with C.L.).
" the Government of India, Department of Commerce and Industry (with C.L.).
" the Messrs Binny & Co., Agents, British India Steam Navigation Company Limited, Madras.
" the Madura Company (Limited), Negagatam.
" the Secretary to the Provincial Recruiting Board.

GOVERNMENT OF MADRAS.
HOME (MISCELLANEOUS) DEPARTMENT.
No. 324.

From

The Hon'ble Diwan Bahadur
L. D. SWAMIKANNU PILLAI Avargal, I.S.O.,
Acting Secretary to the Government of Madras,
Home (Miscellaneous) Department.

To

The CHIEF SECRETARY to the GOVERNMENT of the
FEDERATED MALAY STATES, Kuala Lumpur.

Dated Fort St. George, dated the 29th March 1918.

Sir,

With reference to the correspondence ending with your letter No. 460, dated the 8th February 1918, I am directed to forward herewith a copy of the Proceedings of this Government No. 323, dated the 29th March 1918, in which the total number of emigrant labourers authorized to be shipped to Malaya during the year 1918 has been fixed at 73,000 and the emigration of adult male labourers under 25 years of age prohibited.

2. I am to explain that in the interests of recruiting for the army this Government have found it necessary to prohibit the emigration of adult males under 25 years of age.

I have the honour to be,
Sir,
Your most obedient servant,
L. D. SWAMIKANNU,
Acting Secretary to Government.

GOVERNMENT OF MADRAS.
HOME (MISCELLANEOUS) DEPARTMENT.
No. 325

From

THE HON'BLE DIWAN BAHADUR
L. D. SWAMIKANNU PILLAI AVARGAL, I.S.O.,
Acting Secretary to the Government of Madras,
Home (Miscellaneous) Department,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF COMMERCE AND INDUSTRY.
Dated Fort St. George, 29th March 1918.

Sir,

In continuation of the correspondence ending with Diwan Bahadur R. Ramachandra Rao's letter No. 3755-3, Home (Miscellaneous), dated the 13th December 1917, I am directed to forward herewith a copy of the Proceedings of this Government No. 323, dated the 29th March 1918, in which the total number of emigrant labourers authorized to be shipped to Malaya during the year 1918 has been fixed at 73,000 and the emigration of adult male labourers under 25 years of age prohibited.

2. Though the number of emigrant labourers (adult males and females) permitted to emigrate to Malaya during the year 1917 was fixed at 82,000, only 69,600 actually emigrated during that year. The Colonial Government, who were asked to furnish an estimate of the minimum requirements of labour for the current year, have fixed their demand at 73,000 adult labourers (males and females). After a careful consideration of the question this Government have agreed to allow the emigration of the full number of labourers required in Malaya, while prohibiting the emigration of adult males under 25 years of age. The Governor in Council considers that the prohibition now imposed will serve to protect the interests of recruiting for the army.

I have the honour to be,
Sir,
Your most obedient servant,
L. D. SWAMIKANNU,
Acting Secretary to Government.

NOTES CONNECTED WITH G.O. No. 323-5, HOME (MISCELLANEOUS), DATED 29TH MARCH 1918

[SUBJECT.—*Emigration—Malaya.*]

I

Previous paper :
Letter No. 75-1, Home (Miscellaneous), 8th January 1918.

II

From the Government of the Federated Malay States, No. 460, dated the 8th February 1918.

HOME (MISCELLANEOUS) DEPARTMENT.

Attention is invited to G.O. No. 20, Home (Miscellaneous), dated the 8th January 1918 in which the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam and the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States have been authorized to ship emigrant labourers to Malaya without any restriction during the year 1918, pending settlement of the number of labourers who should be permitted to emigrate to Malaya during the year. The Government of the Federated Malay States, state that in view of the restrictions which have recently been imposed in British Malaya on the alienation of rubber lands, it is estimated that the minimum requirements for new coolies in Malaya will be met for the year 1918 if the emigration of 73,000 adult coolies (males and females) is authorized.

2. The number was fixed at 82,000 during the year 1917 but the actual number who emigrated to Malaya is only about 69,600 (G.O. No. 542, dated the 6th June 1917). The number now proposed by the Government of the Federated Malay States is thus higher than that who actually emigrated during 1917 by 3,400. It does not seem that the number proposed by the Government of the Federated Malay States is a fair estimate looking to the figures of emigration of last year and the restriction said to have been recently imposed on the alienation of rubber lands. Attention is in this connection invited to the remarks of the Secretary, Provincial Recruiting Board at pages 14-15 of notes in the linked file and the decision arrived at by the Provincial Recruiting Board in the matter of emigration to Malaya. The Secretary, Provincial Recruiting Board, may perhaps be consulted un-officially in the first instance as to what reduction should be made in the number proposed by the Government of the Federated Malay States.

T.C.N.—25-2-18.
P.S.R.—27-2-18.

R. RAMACHANDRA RAO—27-2-18.

PROVINCIAL RECRUITING BOARD.

The decision to restrict labour emigration announced in March 1917 was made with a view to conserve the man power of India for purposes of labour in connection with the war (Paper I, page 1 of G.O. No. 285, dated the 18th March 1917). But the Government of India allowed us discretion to supply the *minimum* requirements of Ceylon and Malaya.

2. In regard to Ceylon this Government have ordered that labourers proceeding there must obtain permits and that no permits should be issued to an adult male unaccompanied by his family and proposing to emigrate for the first time to Ceylon (G.O. No. 326, dated the 30th March 1917).

3. In regard to Malaya the Government permitted the emigration of 82,000 adults (males and females) during 1917 (G.O. No. 545, dated the 6th June 1917). This number was 17,500 in excess of the average number of emigrants for the preceding six years but the Government agreed to allow this number on the strong representation of the Colonial Government that owing to the increased quantity of rubber produced to meet national demands this number was necessary. As a fact, however, only 69,600 persons have emigrated during the year 1917, owing apparently to shipping difficulties. For the year 1918, the Federated Malay States Government request that 73,000 may be permitted and the question now for consideration is whether this number represents the *minimum* requirements of the Colony. On the admission of that Government themselves, they have placed some restriction on the alienation of rubber lands which, it is anticipated, would enable the Colony to get on with a lesser number of coolies. They have not given us any information as to the quantity of rubber needed for war proposes. It is therefore submitted that as decided at the meeting of the Provincial Recruiting Board, the number should be cut down, leaving it to the Colonial Gevernment to make out a case on ground of national demand for rubber.

4. It is open to that Government to increase the number of labourers available in the Colony

(*a*) by inducing labourers to remain there without returning to India by offering increased wages,

(*b*) by reducing shipping facilities to return to India,

(*c*) by prohibiting if necessary return of emigrants to India.

An idea of the number, which might thus be available is afforded by the fact that during 1916, 52,397 labourers and during the first four months of 1917, 23,640 returned to South India.

R.V.—8-3-18.

As I have already pointed out elsewhere the people who return from Malaya are of no use to us for military purposes. They either come back with money and have no desire for immediate employment elsewhere until they return again to Malaya, or they have had enough of employment overseas and are not likely to be tempted to a fresh venture.

2. I would strongly recommend in the interests of recruiting that the basis of our negotiation with the Colonial Government should be a stoppage of this return current. As the office note points out, there are various ways in which this could be done. I believe that a large number (*something like 10,000) of these returned emigrants from the recruiting staff for the Malaya estates: they would be very much better employed, I think, in working on the rubber estates, the recruiting being done by a far smaller number of men.

* Only 5000 or 6000—vide paragraph 11 of the note of Messrs. Marjoribanks and Marakkayar at page 13 of letter No. 239, dated 9th March 1917.

3. I do not find that the argument of the national demand for rubber has been put forward by the Colonial Government. It could hardly be urged with great force, seeing that in many rubber growing areas restriction of tapping is being publicly advocated, while complaints are rife that the rubber produce in South India cannot find shipment to the United Kingdom. The only remark bearing on this issue that I find is in paper No. VI on page 2 of G.O. No. 457, dated 14th May 1917, where the Colonial Government speak of the national importance of the Malay States' industries.

4. Conversation with Mr. Bathurst left a strong impression that his Government looked at nothing except the prosperity of the Malay States' planters. The military requirements in Mesopotamia must obviously give way to these interests. We have no data to go upon and can only arrive at an arbitrary conclusion. I would suggest that the Colonial Government should be told that we cannot acquiesce in more than 50,000 emigrants (males and females) going during the current year and would point out that it should be possible for them to secure the balance of labour required by inducing or arranging for the further stay in the States of some of the large number of coolies who annually return to Madras. It might be explained as already indicated that these are of no use to us for recruiting purposes.

A. R. KNAPP—9–3–18.

HOME (MISCELLANEOUS) DEPARTMENT.

India's orders are that with a view to conserving man-power in India for purposes of labour connected with war emigration of labour should be permitted to Malaya to a limited extent necessary to supply the minimum requirements of the colony. The Colonial Government who were asked to furnish an estimate of the minimum requirements of labour for the year 1917 pitched the number so high as 82,000 (adults) which exceeded the average flow of emigration in the preceding six years by 17,500. This Government were at first not convinced of the need for as many emigrant labourers as were required by Malaya but in the end yielded to the Colonial Government's wishes having regard mainly to the national importance of rubber during war, the principal industry of the colony. The fact that only 69,600 labourers after all emigrated during the year, and the absence of any evidence to show that the industries in Malaya suffered for want of more labour show that the estimate of the Colonial Government was a little extravagant, however much emigration might have been retarded by want of shipping facilities to Malaya. This circumstance lends support to the impression of the Secretary, Provincial Recruiting Board, that the Colonial Government looked at nothing except the prosperity of Malaya planters.

2. The number now asked for by the Colonial Government for the year 1918 is 73,000 (adult males and females). If the emigration of labour during the past year can be regarded as a guide, it would seem that the requirements of the colony will be more than amply met if the same number is allowed to emigrate this year also. But the Colonial Government have since imposed certain restrictions on the alienation of rubber lands in British Malaya which admit of a decrease in the demand for labour. To what extent the demand has been decreased by these restrictions is not known. That however a substantial reduction has been rendered possible is apparent from the fact that the Colonial Government have framed the estimate for this year at 9,000 less than that proposed for the last year. Allowing therefore for some reduction it would seem that the requirements of the colony for this year would be met by the emigration of a much smaller number than that * who actually emigrated during the past year, say about 65,000 at the outside. Looking to the fact that the Colonial Government view the question only from the standpoint of the prosperity of planters, even this number 65,000 can hardly be regarded as the minimum. There are, however, as yet no data on which to reckon the actual minimum requirements unless that Government are asked again to revise their estimate having regard to the urgent necessity of conserving man-power in India for military purposes and to fix the figure as low as possible consistently with their minimum requirements.

* 69,600.

3. The figure 50,000 suggested by the Secretary, Provincial Recruiting Board, is "arbitrary." He suggests that the basis of our negotiation with the Colonial Government should be a stoppage of the return current and that the Colonial Government should secure the balance of labour required by inducing or arranging for the further stay in the States of some of the large number of labourers who annually return to Madras. The office-note of the Provincial Recruiting Board suggests three methods by which stoppage of the return current can be effected. Of these the latter two courses viz., the prohibition of the return current and the reduction of shipping facilities seem open to objection as they would curtail the freedom of labourers to return to India, a factor which plays not a minor part in popularising the conditions of labour in Malaya. A check on the return current by any of the two courses referred to above would tend to place the immigrant labourers at the mercy of their employers, their freedom to return to India being curtailed. At a time when the Government are anxious to improve the conditions of labour in Ceylon and Malaya and have taken steps to ameliorate them a proposal to either prohibit the return current or reduce shipping facilities will perhaps be most unwelcome to labourers. The Provincial Recruiting Board has already come to the decision that by increased wages or otherwise the men already working in the Colony should be induced to stay. If employers choose to offer better terms or higher wages there is every likelihood of more men staying on in the colony, the average excess of arrivals in, over departures from, Malaya during the past six years being about 10,000*

For six years from 1911—16.	
Total number of arrivals of adult labourers in Malaya	396,615
Total number of departures from Malaya	335,441
Excess of arrivals over departure .	61,175
Average for one year ...	10,196 (adult labourers).

4. In the circumstances it is for consideration whether

(1) the facts may be fully explained to the colonial Government while asking them to revise their estimate of minimum requirements having regard to the urgent necessity of conserving man-power in India for military purposes; or

(2) whether the number may once for all be fixed at 50,000 as suggested by the Secretary, Provincial Recruiting Board, the employers in the colony being left to find the balance of labour, if any, required by inducing or encouraging return labourers to stay on by the offer of higher wages or better terms.

T.C.N.—16-3-18.

P.S.R.—18-3-18.

The latter course seems to be preferable. Our position is perfectly clear—we want men to meet the military needs of Mesopotamia. The position of the Colonial Government is not so strong; they want men, they say, for work of national importance, but it is not shown that they cannot get on with this work without these very large drafts from India. I think we should put it to them that we can only spare 50,000 and leave them to put their case for more on a clearer basis if they want to.

Of the three methods of reducing the "return current" set out on page 2 ante, (*c*) is perhaps the only one to which we need take objection. Such a prohibition as is there suggested would be incompatible with our general policy. But I don't see why some restriction in the shipping facilities might not be introduced. Other considerations may force such a restriction on us in any case. As to the (*a*) remedy suggested it is to be presumed that if any actual shortage does arise in the colony, individual employers will naturally raise pay and attractions in order to get the labour they want. The Colonial authorities can also cut down their recruiting staff: even if this is only 5,000 or 6,000, it is still, to all appearances far too many.

The position may be explained to the Colony on the lines suggested by the Revenue Secretary.

C. H. BROWN—18-3-18.

It seems safe to limit emigration to Malaya to 50,000 for 1918.

L. D. SWAMIKANNU—18-3-18.

The argument that the Malay rubber industry is of national importance no longer holds good in view of the public campaign for the reduction of output and of the restrictions of shipping to England. Our need of men for the army is of pre-eminent importance and Malay demands must be subordinated to it. We should therefore make a drastic reduction in the number of persons allowed to emigrate to Malay and need not be nervous about doing so, as the Colony has the means of protecting its own interests, viz., by stoppage of what Mr. Knapp calls 'the return current.'

It is suggested that the number of emigrants, male and female, to be allowed to emigrate this year should be limited to 50,000. As the proportion of males to females who emigrate is about 4 to 1, this would mean that the number of males allowed to emigrate should be limited to 40,000. I think that in addition to fixing this limit we should also order that no male under 25—the combatant age—should be allowed to leave the country.

There is another point in connexion with Malay recruiting ~~with~~ Mr. Knapp has just brought to my notice. It is that returned emigrants, who are not authorized recruiters, pick up relations and friends in this country and take them back to Malay with them. This matter needs looking into, as recruiting should be done by authorized persons only.

Will be attended to after file returns from His Excellency the Governor.

L.D.S.—21-3-18.

Please take up separately the case of Ceylon and let me know how the restrictions imposed last year have affected emigration to that colony.

H. F. W. G[ILLMAN]—19-3-18.

To His Excellency the Governor (as directed by telephone from the Hon'ble Mr. Gillman).

L.D.S.—21-3-18.

Demi-official—from ~~Captain~~ E. F. THOMAS, Assistant Recruiting Officer, Madras.
To—the Hon'ble Mr. A. R. KNAPP, I.C.S., Acting Secretary to Government, Revenue Department.
Dated—Kilpauk, the 17th March 1918.

Prospects in South Arcot and Chingleput seem poor for recruiting. I had a long interview at Chunampet with the zamindar of that place and it was an oft-heard story I had from him when he asked why Penang emigration was not stopped if Government wanted non-combatant recruits. South Chingleput and Tindivanam taluk of South Arcot seem to give a lot of emigrants for Penang and practically everybody tells me while emigration to the Straits is open it will continue to be very difficult to get men for overseas and this though the Straits prefer families while we take only males. This and the practical servitude of the Padial are my two greatest difficulties.

I mention this in case the Government are thinking further about the Penang question which was mentioned at the Recruiting Board meeting.

REVENUE DEPARTMENT.

Submitted that Captain Thomas' demi-official may be sent to the Home (Miscellaneous) Department for consideration along with the main file about restricting the number of men to be allowed to emigrate to the Straits Settlements this year.

R.V.—19-3-18.

A. R. KNAPP—20-3-18.

HOME (MISCELLANEOUS) DEPARTMENT.

Discussed with His Excellency and decided that the emigration of males under 25 years of age to the Straits should be prohibited. We are on sound ground in making this prescription in view of the information received that emigration to the Colony is prejudicially affecting combatant recruiting.

With this restriction there is no need to reduce the total figure of 73,000 proposed by the Straits Government; which may be accepted. They got less than they asked for last year, and shipping restrictions will probably be more acute this year and reduce the number they receive probably below their own estimate.

H. F. W. G[ILLMAN]—25-3-18.

A draft order and two draft letters—one to the Government of the Federated Malay States and the other to the Government of India, Department of Commerce and Industry—are submitted for approval. ~~The proposed draft letter to India is perhaps necessary with reference to the correspondence in the linked file.~~

2. As regards the question raised in the last paragraph but one of the Honourable Member's note at page ~~12~~ ante it is submitted that under the existing orders, all unskilled labourers emigrating to Malaya should pass through the hands of the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States and the Superintendent of the Federated Malay State Government Emigration depot at Negapatam (vide Rule 16-B of the Defence of India (Consolidation) Rules and G.O. No. 20, dated 8th January 1918). Unskilled labourers otherwise emigrating to Malaya are punishable under rule 29 of the Defence of India (Consolidation) Rules, 1915, with imprisonment for a term which may extend to three years or with fine or both. There are only two ports, viz., Madras and Negapatam, from which emigrants are shipped to Malay. If there is any unauthorized emigration of the kind referred to, the police officers in these ports are presumably responsible for its prohibition, with the aid, if required, of the Colonial Government officers mentioned above. The Commissioner of Police, Madras, and the District Magistrate of Tanjore may perhaps be asked to inquire into the matter and report. A draft memorandum is submitted for approval.

3. A note on the point raised in the last paragraph of the Honourable Member's note at page 5 will be submitted separately.

C.H.B.—27-3-18.

T.C.N.—26-3-18.

P.S.R.—26-3-18.

C. H. BROWN—27-3-18.

L. D. SWAMIKANNU—28-3-18.

[G.O. Nos. 323–25, Home (Miscellaneous), dated 29th March 1918.]

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Government of Madras

HOME DEPARTMENT (MISCELLANEOUS)

G.O. No. 323, 29th March 1918

Emigration—Malaya

Authorizing the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam and the Emigration Agent at Madras for the Federated Malay States and Straits Settlements to ship up to a total number of 73,000 adult emigrant labourers (males and females) during the calendar year 1918.

READ—the following papers:—

I

G.O. No. 20, Home (Miscellaneous), dated 8th January 1918.

II

Letter—from the Hon'ble Diwan Bahadur R. RAMACHANDRA RAO Avargal, Secretary to Government, Home (Miscellaneous) Department.
To—the Chief Secretary to the Government of the Federated Malay States.
Dated—Fort St. George, the 8th January 1918.
No.—75-1.

I am directed to invite a reference to the correspondence ending with the Proceedings of this Government No. 545, Home (Miscellaneous), dated the 6th June 1917, fixing the total number of emigrant labourers who were authorized to be shipped to Malaya during the year 1917, and to state that the Governor in Council has now under consideration the question of fixing the number of labourers who should be permitted to emigrate to Malaya between the 1st January and the 31st December 1918. I am to request that this Government may be furnished with an estimate of the minimum number of labourers who should be authorized to emigrate during the year to meet the requirements of the whole of Malaya. Pending settlement of this question this Government have authorized the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States and the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam to ship emigrant labourers to Malaya during the year 1918 without any restriction.

III

Letter—from the Chief Secretary to the Government of the Federated Malay States
To—the Secretary to the Government of Madras, Home (Miscellaneous) Department.
Dated—Kuala Lumpur, the 8th February 1918.
No.—460.

I have the honour to refer to your letter No. 75-1, dated the 8th January 1918, on the subject of the shipment to Malaya from Madras of emigrant labourers between the 1st January and the 31st December 1918, and to convey to you the thanks of this Government for authorizing the shipment of emigrant labourers to Malaya in 1918 without restriction pending decision as to the total number of emigrants permitted for the year.

2. In view of the restrictions which have recently been imposed in British Malaya on the alienation of Rubber Lands it is estimated that the minimum requirements for new coolies in Malaya would be met for the year 1918, if His Excellency the Governor of Madras in Council will authorize the emigration to Malaya of 73,000 adult coolies (male and female). This number represents a reduction of 9,000 on the total number of adult labourers whose emigration to Malaya was authorized for the year 1917.

OOTY RECORD

Order—No. 323, Home (Miscellaneous), dated 29th March 1918.

Under the proviso to rule 16-B of the Defence of India (Consolidation) Rules, 1915, the Government of Madras authorize the Superintendent of the Emigration Depot of the Federated Malay States stationed at Negapatam and the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States to ship emigrant labourers (unskilled labourers) to Malaya subject to the following conditions:—

(1) That no adult male coolie under 25 years of age shall be allowed to emigrate to Malaya during the remainder of the year 1918.

(2) That the total number of adult coolies (males and females) shipped to Malaya from the 1st January to the 31st December 1918 shall not exceed 73,000 excluding children who should be permitted to emigrate freely without restriction.

(3) That a report on the lines prescribed in paragraph 1 of G.O. No. 1054, Home (Miscellaneous), dated the 14th September 1917, is submitted to Government.

2. The shipping agents concerned are informed that steamers leaving Madras and Negapatam should on no account carry unskilled emigrant labourers in contravention of the above orders.

(True extract)

L. D. Swamikannu,
Acting Secretary to Government.

To the Emigration Agent for the Straits Settlements and Federated Malay States at Madras.
" Superintendent of the Emigration Depot of the Government of the Federated Malay States at Negapatam.
" Commissioner of Police, Madras.
" Inspector-General of Police, Madras.
" District Magistrate of Tanjore.

Copy to the Chief Secretary to the Government of the Federated Malay States, Kuala Lumpur (with C.L.).
" the Honourable the Colonial Secretary, Singapore (with C.L.).
" the Government of India, Department of Commerce and Industry (with C.L.).
" the Messrs Binny & Co., Agents, British India Steam Navigation Company (Limited), Madras.
" the Madura Company (Limited), Negagatam.
" the Secretary to the Provincial Recruiting Board.

—22

GOVERNMENT OF MADRAS.

HOME (MISCELLANEOUS) DEPARTMENT.

No. 324.

From

The Hon'ble Diwan Bahadur
L. D. SWAMIKANNU PILLAI Avargal, I.S.O.,
Acting Secretary to the Government of Madras,
Home (Miscellaneous) Department.

To

The CHIEF SECRETARY to the GOVERNMENT of the FEDERATED MALAY STATES, Kuala Lumpur.

Dated Fort St. George, the 29th March 1918.

Sir,

With reference to the correspondence ending with your letter No. 460, dated the 8th February 1918, I am directed to forward herewith a copy of the Proceedings of this Government No. 323, dated the 29th March 1918, in which the total number of emigrant labourers authorized to be shipped to Malaya during the year 1918 has been fixed at 73,000 and the emigration of adult male labourers under 25 years of age prohibited.

2. I am to explain that in the interests of recruiting for the army this Government have found it necessary to prohibit the emigration of adult males under 25 years of age.

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

L. D. SWAMIKANNU,
Acting Secretary to Government.

GOVERNMENT OF MADRAS.

HOME (MISCELLANEOUS) DEPARTMENT.

No. 325.

From

THE HON'BLE DIWAN BAHADUR
L. D. SWAMIKANNU PILLAI AVARGAL, I.S.O.,
Acting Secretary to the Government of Madras,
Home (Miscellaneous) Department.

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
DEPARTMENT OF COMMERCE AND INDUSTRY.

Dated Fort St. George, the 29th March 1918.

Sir,

In continuation of the correspondence ending with Diwan Bahadur R. Ramachandra Rao's letter No. 3755-3, Home (Miscellaneous), dated the 13th December 1917, I am directed to forward herewith a copy of the Proceedings of this Government No. 323, dated the 29th March 1918, in which the total number of emigrant labourers authorized to be shipped to Malaya during the year 1918 has been fixed at 73,000 and the emigration of adult male labourers under 25 years of age prohibited.

2. Though the number of emigrant labourers (adult males and females) permitted to emigrate to Malaya during the year 1917 was fixed at 82,000, only 69,600 actually emigrated during that year. The Colonial Government, who were asked to furnish an estimate of the minimum requirements of labour for the current year, have fixed their demand at 73,000 adult labourers (males and females). After a careful consideration of the question this Government have agreed to allow the emigration of the full number of labourers required in Malaya, while prohibiting the emigration of adult males under 25 years of age. The Governor in Council considers that the prohibition now imposed will serve to protect the interests of recruiting for the army.

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

L. D. SWAMIKANNU,
Acting Secretary to Government.

NOTES CONNECTED WITH G.O. Nos. 323-25, HOME (MISCELLANEOUS), DATED 29TH MARCH 1918

[SUBJECT.—*Emigration—Malaya.*]

I

Previous paper :
Letter 75-1, *Home* (*Miscellaneous*), *8th January* 1918.

II

From the Government of the Federated Malay States, No. 460, *dated the 8th February* 1918.

HOME (MISCELLANEOUS) DEPARTMENT.

Attention is invited to G.O. No. 20, Home (Miscellaneous), dated the 8th January 1918, in which the Superintendent of the Federated Malay States Government Emigration Depot at Negapatam and the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States have been authorized to ship emigrant labourers to Malaya without any restriction during the year 1918, pending settlement of the number of labourers who should be permitted to emigrate to Malaya during the year. The Government of the Federated Malay States, state that in view of the restrictions which have recently been imposed in British Malaya on the alienation of rubber lands, it is estimated that the minimum requirements for new coolies in Malaya will be met for the year 1918 if the emigration of 73,000 adult coolies (males and females) is authorized.

2. The number was fixed at 82,000 during the year 1917 but the actual number who emigrated to Malaya is only about 69,600 (G.O. No. 545, dated the 6th June 1917). The number now proposed by the Government of the Federated Malay States is thus higher than that who actually emigrated during 1917 by 3,400. It does not seem that the number proposed by the Government of the Federated Malay States is a fair estimate looking to the figures of emigration of last year and the restriction said to have been recently imposed on the alienation of rubber lands. Attention is in this connection invited to the remarks of the Secretary, Provincial Recruiting Board and the decision arrived at by the Provincial Recruiting Board in the matter of emigration to Malaya. The Secretary, Provincial Recruiting Board, may perhaps be consulted un-officially in the first instance as to what reduction should be made in the number proposed by the Government of the Federated Malay States.

T.C.N.—25-2-18.
P.S.R.—27-2-18.

R. RAMACHANDRA RAO—27-2-18.

PROVINCIAL RECRUITING BOARD.

The decision to restrict labour emigration announced in March 1917 was made with a view to conserve the man power of India for purposes of labour in connexion with the war (Paper I, page 1 of G.O. No. 285, dated the 18th March 1917). But the Government of India allowed us discretion to supply the *minimum* requirements of Ceylon and Malaya.

2. In regard to Ceylon this Government have ordered that labourers proceeding there must obtain permits and that no permits should be issued to an adult male unaccompanied by his family and proposing to emigrate for the first time to Ceylon (G.O. No. 326, dated the 30th March 1917).

3. In regard to Malaya the Government permitted the emigration of 82,000 adults (males and females) during 1917 (G.O. No. 545, dated the 6th June 1917). This number was 17,500 in excess of the average number of emigrants for the preceding six years but the Government agreed to allow this number on the strong representation of the Colonial Government that owing to the increased quantity of rubber produced to meet national demands this number was necessary. As a fact, however, only 69,600 persons have emigrated during the year 1917, owing apparently to shipping difficulties. For the year 1918, the Federated Malay States Government request that 73,000 may be permitted and the question now for consideration is whether this number represents the *minimum* requirements of the Colony. On the admission of that Government themselves, they have placed some restriction on the alienation of rubber lands which, it is anticipated, would enable the Colony to get on with a lesser number of coolies. They have not given us any information as to the quantity of rubber needed for war proposes. It is therefore submitted that as decided at the meeting of the Provincial Recruiting Board, the number should be cut down, leaving it to the Colonial Government to make out a case on ground of national demand for rubber.

4. It is open to that Government to increase the number of labourers available in the Colony

(*a*) by inducing labourers to remain there without returning to India by offering increased wages,

(*b*) by reducing shipping facilities to return to India,

(*c*) by prohibiting if necessary return of emigrants to India.

An idea of the number, which might thus be available is afforded by the fact that during 1916, 52,397 labourers and during the first four months of 1917, 23,640 returned to South India.

R.V.—8-3-18.

As I have already pointed out elsewhere the people who return from Malaya are of no use to us for military purposes. They either come back with money and have no desire for immediate employment elsewhere until they return again to Malaya, or they have had enough of employment overseas and are not likely to be tempted to a fresh venture.

2. I would strongly recommend in the interests of recruiting that the basis of our negotiation with the Colonial Government should be a stoppage of this return current. As the office note points out, there are various ways in which this could be done. I believe that a large number (*something like 10,000) of these returned emigrants from the recruiting staff for the Malaya estates: they would be very much better employed, I think, in working on the rubber estates, the recruiting being done by a far smaller number of men.

* Only 5000 or 6000—vide paragraph 11 of the note of Messrs. Marjoribanks and Marakkayar at page 13 of letter 239, 9th March 1917.

3. I do not find that the argument of the national demand for rubber has been put forward by the Colonial Government. It could hardly be urged with great force, seeing that in many rubber growing areas restriction of tapping is being publicly advocated, while complaints are rife that the rubber produce in South India cannot find shipment to the United Kingdom. The only remark bearing on this issue that I find is in paper No. VI on page 2 of G.O. No. 457, dated 14th May 1917, where the Colonial Government speak of the national importance of the Malay States' industries.

4. Conversation with Mr. Bathurst left a strong impression that his Government looked at nothing except the prosperity of the Malay States' planters. The military requirements in Mesopotamia must obviously give way to these interests. We have no data to go upon and can only arrive at an arbitrary conclusion. I would suggest that the Colonial Government should be told that we cannot acquiesce in more than 50,000 emigrants (males and females) going during the current year and would point out that it should be possible for them to secure the balance of labour required by

inducing or arranging for the further stay in the States of some of the large number of coolies who annually return to Madras. It might be explained as already indicated that these are of no use to us for recruiting purposes.

A. R. KNAPP—9-3-18.

HOME (MISCELLANEOUS) DEPARTMENT.

India's orders are that with a view to conserving man-power in India for purposes of labour connected with war, emigration of labour should be permitted to Malaya to a limited extent necessary to supply the minimum requirements of the Colony. The Colonial Government who were asked to furnish an estimate of the minimum requirements of labour for the year 1917 pitched the number so high as 82,000 (adults) which exceeded the average flow of emigration in the preceding six years by 17,500. This Government were at first not convinced of the need for as many emigrant labourers as were required by Malaya but in the end yielded to the Colonial Government's wishes having regard mainly to the national importance of rubber during war, the principal industry of the Colony. The fact that only 69,600 labourers after all emigrated during the year, and the absence of any evidence to show that the industries in Malaya suffered for want of more labour show that the estimate of the Colonial Government was a little extravagant, however much emigration might have been retarded by want of shipping facilities to Malaya. This circumstance lends support to the impression of the Secretary, Provincial Recruiting Board, that the Colonial Government looked at nothing except the prosperity of Malaya planters.

2. The number now asked for by the Colonial Government for the year 1918 is 73,000 (adult males and females). If the emigration of labour during the past year can be regarded as a guide, it would seem that the requirements of the Colony will be more than amply met if the same number is allowed to emigrate this year also. But the Colonial Government have since imposed certain restrictions on the alienation of rubber lands in British Malaya which admit of a decrease in the demand for labour. To what extent the demand has been decreased by these restrictions is not known. That however a substantial reduction has been rendered possible is apparent from the fact that the Colonial Government have framed the estimate for this year at 9,000 less than that proposed for the last year. Allowing therefore for some reduction it would seem that the requirements of the Colony for this year would be met by the emigration of a much smaller number than that * who actually emigrated during the past year, say about 65,000 at the outside. Looking to the fact that the Colonial Government view the question only from the standpoint of the prosperity of planters, even this number 65,000 can hardly be regarded as the minimum. There are, however, as yet no data on which to reckon the actual minimum requirements unless that Government are asked again to revise their estimate having regard to the urgent necessity of conserving man-power in India for military purposes and to fix the figure as low as possible consistently with their minimum requirements.

* 69,600.

3. The figure 50,000 suggested by the Secretary, Provincial Recruiting Board, is "arbitrary." He suggests that the basis of our negotiation with the Colonial Government should be a stoppage of the return current and that the Colonial Government should secure the balance of labour required by inducing or arranging for the further stay in the States of some of the large number of labourers who annually return to Madras. The office-note of the Provincial Recruiting Board suggests three methods by which stoppage of the return current can be effected. Of these the latter two courses viz., the prohibition of the return current and the reduction of shipping facilities seem open to objection as they would curtail the freedom of labourers to return to India, a factor which plays not a minor part in popularising the conditions of labour in Malaya. A check on the return current by any of the two courses referred to above would tend to place the immigrant labourers at the mercy of their employers, their freedom to return to India being curtailed. At a time when the Government are anxious to improve the conditions of labour in Ceylon and Malaya and have taken steps to ameliorate them a proposal to either prohibit the return

current or reduce shipping facilities will perhaps be most unwelcome to labourers. The Provincial Recruiting Board has already come to the decision that by increased wages or otherwise the men already working in the Colony should be induced to stay. If employers choose to offer better terms or higher wages there is every likelihood of more men staying on in the Colony, the average excess of arrivals in, over departures from, Malaya during the past six years being about 10,000*

4. In the circumstances it is for consideration whether

(1) the facts may be fully explained to the colonial Government while asking them to revise their estimate of minimum requirements having regard to the urgent necessity of conserving man-power in India for military purposes ; or

(2) whether the number may once for all be fixed at 50,900 as suggested by the Secretary, Provincial Recruiting Board, the employers in the Colony being left to find the balance of labour, if any, required by inducing or encouraging return labourers to stay on by the offer of higher wages or better terms.

* For six years from 1911—16.

Total number of arrivals of adult labourers in Malaya	396,615
Total number of departures from Malaya	335,441
Excess of arrivals over departure .	61,175
Average for one year ...	10,196* (adult labourers).

T.C.N.—16–3–18.

P.S.R.—18–3–18.

The latter course seems to be preferable. Our position is perfectly clear—we want men to meet the military needs of Mesopotamia. The position of the Colonial Government is not so strong ; they want men, they say, for work of national importance, but it is not shown that they cannot get on with this work without these very large drafts from India. I think we should put it to them that we can only spare 50,000 and leave them to put their case for more on a clearer basis if they want to.

Of the three methods of reducing the 'return current' set out on page 2 ante, (*c*) is perhaps the only one to which we need take objection. Such a prohibition as is there suggested would be incompatible with our general policy. But I don't see why some restriction in the shipping facilities might not be introduced. Other considerations may force such a restriction on us in any case As to the (*a*) remedy suggested, it is to be presumed that if any actual shortage does arise in the colony, individual employers will naturally raise pay and attractions in order to get the labour they want. The Colonial authorities can also cut down their recruiting staff : even if this is only 5,000 or 6,000, it is still, to all appearances far too many.

The position may be explained to the Colony on the lines suggested by the Revenue Secretary.

C. H. BROWN—18–3–18.

It seems safe to limit emigration to Malaya to 50,000 for 1918.

L. D. SWAMIKANNU—18–3–18.

The argument that the Malay rubber industry is of national importance no longer holds good in view of the public campaign for the reduction of output and of the restrictions of shipping to England. Our need of men for the army is of pre-eminent importance and Malay demands must be subordinated to it. We should therefore make a drastic reduction in the number of persons allowed to emigrate to Malay and need not be nervous about doing so, as the Colony has the means of protecting its own interests, viz., by stoppage of what Mr. Knapp calls 'the return current.'

It is suggested that the number of emigrants, male and female, to be allowed to emigrate this year should be limited to 50,000. As the proportion of males to females who emigrate is about 4 to 1, this would mean that the number of males allowed to emigrate should be limited to 40,000. I think that in addition to fixing this limit we should also order that no male under 25—the combatant age—should be allowed to leave the country.

There is another point in connexion with Malay recruiting which Mr. Knapp has just brought to my notice. It is that returned emigrants, who are not authorized recruiters, pick up relations and friends in this country and take them back to Malay with them. This matter needs looking into, as recruiting should be done by authorized persons only.

Please take up separately the case of Ceylon and let me know how the restrictions imposed last year have affected emigration to that Colony.

H. F. W. G[ILLMAN]—19–3–18.

Will be attended to after file returns from His Excellency the Governor.

L.D.S.—21–3–18.

To His Excellency the Governor (as directed by telephone from the Hon'ble Mr. Gillman).

L. D. SWAMIKANNU—21–3–18.

Demi-official—from Captain E. F. THOMAS, Assistant Recruiting Officer, Madras.
To—the Hon'ble Mr. A. R. KNAPP, I.C.S., Acting Secretary to Government, Revenue Department.
Dated—Kilpauk, the 17th March 1918.

Prospects in South Arcot and Chingleput seem poor for recruiting. I had a long interview at Chunampet with the zamindar of that place and it was an oft-heard story I had from him when he asked why Penang emigration was not stopped if Government wanted non-combatant recruits. South Chingleput and Tindivanam taluk of South Arcot seem to give a lot of emigrants for Penang and practically everybody tells me while emigration to the Straits is open it will continue to be very difficult to get men for overseas and this though the Straits prefer families while we take only males. This and the practical servitude of the Padial are my two greatest difficulties.

I mention this in case the Government are thinking further about the Penang question which was mentioned at the Recruiting Board meeting.

REVENUE DEPARTMENT.

Submitted that Captain Thomas' demi-official may be sent to the Home (Miscellaneous) Department for consideration along with the main file about restricting the number of men to be allowed to emigrate to the Straits Settlements this year.

R.V.—19–3–18.

A. R. KNAPP—20–3–18.

HOME (MISCELLANEOUS) DEPARTMENT.

Discussed with His Excellency and decided that the emigration of males under 25 years of age to the Straits should be prohibited. We are on sound ground in making this prescription in view of the information received that emigration to the Colony is prejudicially affecting combatant recruiting.

With this restriction there is no need to reduce the total figure of 43,000 proposed by the Straits Government; which may be accepted. They got less than they asked for last year, and shipping restrictions will probably be more acute this year and reduce the number they receive probably below their own estimate.

H. F. W. G[ILLMAN]—25–3–18.

A draft order and two draft letters—one to the Government of the Federated Malay States and the other to the Government of India, Department of Commerce and Industry—are submitted for approval.

2. As regards the question raised in the last paragraph but one of the Honourable Member's note above it is submitted that under the existing orders, all unskilled labourers emigrating to Malaya should pass through the hands of the Emigration Agent at Madras for the Straits Settlements and the Federated Malay States and the Superintendent of the Federated Malay State Government

Emigration depot at Negapatam—vide rule 16-B of the Defence of India (Consolidation) Rules and G.O. No. 20, dated 8th January 1918. Unskilled labourers otherwise emigrating to Malaya are punishable under rule 29 of the Defence of India (Consolidation) Rules, 1915, with imprisonment for a term which may extend to three years or with fine or both. There are only two ports, viz., Madras and Negapatam, from which emigrants are shipped to Malay. If there is any unauthorized emigration of the kind referred to, the police officers in these ports are presumably responsible for its prohibition, with the aid, if required, of the Colonial Government officers mentioned above. The Commissioner of Police, Madras, and the District Magistrate of Tanjore may perhaps be asked to inquire into the matter and report. A draft memorandum is submitted for approval.

3. A note on the point raised in the last paragraph of the Honourable Member's note at page 5 will be submitted separately.

C.H.B.—27-3-18.

T.C.N.—26-3-18.

P.S.R.—26-3-18.

C. H. BROWN—27-3-18.

L. D. SWAMIKANNU—28-3-18.

[G.O. Nos. 323–25, Home (Miscellaneous), dated 29th March 1918.]