Scott. II-48—22,303—17-1-18.

~~Home~~ (1918) Department.

" Home Miscellaneous ~~(Miscellaneous)~~
" " " " "

~~Ordinary~~ SERIES. ordinary

G.O. No. 429.

DATED 9-5-1918.

INDEXED

(2)

[Despatch Abstract.]

Emigration - Assam.

Recording correspondence between the Government Agent, Godavari, and the Chairman, Assam Labour Board on a proposal to open the Agency tracts of Godavari to recruitment of labour for Assam and stating that the Government are not prepared to sanction any recruitment from the Agency tracts of this Presidency in addition to that already allowed.

PAPERS PUT UP WITH CURRENT No.

Papers of the department to which the current belongs.

Number.	Date.	Original (=O) or spare copy (= S.C.)	Remarks. (In this column such of the papers as have been removed for copying, printing, etc., should be marked with a cross.)	Initials of Referencer with date in token of return to Reference department.

Notifications under (Assam L. & E. Act Amendis) G.O. 174 d 1.3.18
828 Lab d 1.6.15
221 Press d 13.2.15
711 " d 5.8.15
904 Pub d 19.7.13
1374 " d 11.4.12
771 " d 17.9.08
360A-361 " d 13-5-07

SC

Papers of other departments.

Department.	Number	Date.	Original (= O.) or spare copy (= S.C.)	Initials with date of (1) Referencer acknowledging returns of the paper concerned or (2) Despatcher to denote the return of the papers to the department concerned.

1/

(C 823)

Home dept
(Mis)

— 2

Memo No. 823-1 d 18.3.18

The attention of the Govt Agent, Godavari is invited to a letter d the 28.2.18 from a Calcutta Correspondent under the heading 'The Indian Tea Association' published in the Madras Mail of the ~~3rd~~ 1st instant. He is requested to submit to Govt a copy of the correspondence if any between himself and the Chairman, Assam Labour Board on the subject of opening the agency tracts of Godavari to recruitment of labour for Assam ~~referred to in the Correspondent's letter.~~

Fl
7.3.18.

7.3.18.

Ad
7-3-18.

LWS
16.3.18

Desp with enl
MWS
19.3.18

To No. 1873
The Government ~~Agent~~,
Godavari

Copied
BmB
18.3.18

(Memo with copy of the cutting)

Misc ✓

HOME (~~JUDICIAL~~) **DEPARTMENT.** C.No. 1288 / 9.4.18

G.F.—29

Received -9-APR-1918 191 . **Registered** -3- -9-APR-1918 191

Subject.

Forwarding a copy of the correspondence relating to the opening of the Godavari Agency to recruitment of labour ~~for~~ in Assam.

ENCLOSURES.	
No.	
Spare copies	

RO. **No.** 172/Ag. of 18

Station Cocanada , *Dated the* 23rd March 1918

From (Name) P.S.P.Rice, Esq., I.C.S.,

(Designation) Government Agent, Godavari

To The Secretary to the Government of Madras,

HOME (JUDICIAL) **Department.**

Sir,

p 1 ante

pp 4-6 infra

With reference to Home Department (Miscellaneous) Memorandum 833-1, dated the 18th March 1918 regarding the announcement in the public press which relates to the opening of the Godavari Agency tracts to recruitment of labour for Assam, I have the honour to forward a copy of the correspondence as desired. I should like to point out that the communication is somewhat misleading as it rather suggests that I am acting as though I had the power to decide the matter finally. I need hardly say that my letter which was an answer to the communication from the Chairman of the Labour Board was an expression of my own

3

own personal opinion and was intended only as a basis for negotiations so that if any agreement were reached I might be able to place the matter before Government in a complete form. In order to avoid misconception I am informing the Chairman that the final decision must in any case rest with the Government.

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

5 4 18
For Government Agent.

Copied by KNR/27-3 27.1.18

4

Copy of letter No. 2584 dated 21st /23rd August 1917 from the Offg: Chairman, Assam Labour Board Calcutta to the Agent to the Governor in Godavari, Cocanada.

--

I have the honour to acknowledge the receipt of your R.C. No. 893 dated 14th August 1917 and the enclosures, which were forwarded to me by you in your capacity as District Magistrate. I propose however to confine my letter to the Agency Tracts and am therefore addressing my letter to yourself as Agent. The object of this letter is to ascertain whether you are willing to open the Agency Tracts of Godavari to recruitment for Assam.

2. I take it that the chief inhabitants of your Agency Tracts are Koyas and Kor[illegible]a Reddis. Both these tribes are hill men and the former are aborigines. The tracts in which they live are malarious and are -- subject to low temperatures in the cold weather. Physically and constitutionally therefore your hill men should thrive in the Assam Valley.

Paper XIX at pp 11-13 of G.O. 360A (B) 13.5.07

3. In your Disposal No. 220 of '07 Magisterial I find that the main objection urged in favour of closing the Agency Tracts is that these tracts are under-populated. It is however stated in the correspondence that the hill men cannot be induced to work and will not work. The -- advantage of their retention within the Agency is therefore not clear. It is to the advantage of the agency Tracts to have the hill men removed and their destructive methods of podu repressed, and to have the Agency filled by hardworking cultivators from the plains. It may be said on the other hand that labour of this class will be useless in Assam. And so it may be: if however the hill men emigrate to gardens where there is Telugu labour already, and where they will to a certain extent feel at home, they will be bound to do some work and they will fall into the -- routine discipline of the garden. Moreover the women will work and the children will grow up in the tradition of systematic labour. However bad the class of imported labour in Assam may be, the younger generations grow up into good and systematic workers.

4. It is also stated in the file which you have forwarded to me that the hill man will not be induced to emigrate. If so, I can see no objection to the opening of the Agency Tracts to Assam recruitment.

5. The Tea Industry is an important industry which has debeloped larg tracts of India to the great benefit of India and, so far as Assam is concerned, of the Assam Administration. Quarter of a million acres of land in Assam have been assigned by the Assam Administration to and have been settled by time expired cooly labour imported by the Tea Industry: and the land is all rice land. The Tea Industry paid last year £. 12,000,000 into the Imperial Exchequer, besides large sums in theway of land revenue in India. The Tea Industry of Assam has further caused extensive rail and river services to spring into being, and has been the cause of the development of coal mines in Assam, which supply coal to the Tea Factories, the Steamers and the Railways. To encourage the development of the Tea Industry is therefore to encourage a going concern which has developed and is -- developing enormous tracts of country. The shutting up of the Koyas and Reddis in their own hills will not in 50 years assist to any extent in the development of the Agency. Therefore let the Agency tracts of Godavari be thrown /open to the Tea Industry. If the people will emigrate, India will benefit: if they weont emigrate, the opening of the Agency can do no harm.

6. I do not suggest however that the Agency Tracts should be opened unconditionally I would suggest

(1) That a better class of Local Agent--e.g., a reliable and experienced Tahsildar--be appointed, who will see that the hillmen understand the conditions of work in Assam.

(2) That, if necessary, the first batches should be escorted up to see Assam, and could elect to stay or to return.

(30 That no hillman should be put under an agreement in Assam for at least a year, and that no such agreement should be for a longer period than a year.

(4) Importers of Agency Labour should agree to send Agency Labourers back as Sardars or policy-wallahs, whenever they wish to return, at least during their first year of service or should repatriate them at option during their first six months or first year. The Assam officials might also be asked to muster Agency labour and to ascertain whether the--- emigrants desire to be repatriated.

(5) Only bona fide residents of Godavari district who are bona fide garden coolies should be allowed to come down as Sardars for retruitment.

These are similar conditions might be laid down after consultation with the Indian Tea Association, if you yourself are in favour of throwing open the Agency Tracts of Godavari.

7. I return the file sent with your letter.

Sd x x x
Offg. Chairman,
Assam Labour Board.

(True copy.)

Copy of letter D.Dis. No. 30/Ag. of 1918 dated 17-1-18 from the Government Agent, Godavari to the Chairman, Assam Labour Board, Calcutta.

--

In reply to your letter dated 21/23-8-17 No. 2584 in which you advocate the throwing open of the agency to recruitment, I understand that my predecessor had the advantage of personal consultations with you and also with the agents in Ganjam and Vizagpatam. I labour therefore under the disadvantage of having to give ~~XX~~ my own unaided opinion.

2. The laterature on the subject shews that such recruitment has always been strenuously resisted. The principal arguments which have been relied upon are---

(1) That we cannot afford to drain the agency of its population while it is still under-developed.

(2) That the Koyas will not work and would be useless.

(3) That a single Tahsildar or other officer could not possibly supervise emigration over so large a tract or the agency

(4) That no koya would go to Assam unless he were misled by false representations.

3. Turning to your letter, I see that you advocate the opening of these tracts on the following grounds:-

(i) That the climate is suitable.

(2) That if the hillman will not work, he is of no use to theagency and should be replaced by hardworking cultivators from the plains.

(3) That even if the hillman is useless, he will improve.

(4) That if he will not emigrate, no harm is done

(5) That it is to the advantage of the empire that the Tea Industry should be developed by all possible means.

4. Of these arguments for and against emigration I am chiefly impress- -ed by your argument No. 3 and by the local argument No. 4. There has been of late an awakening interest in the agency here, due perhaps to the efforts of Mr. Cumming 10 years ago. We are now making roads, improving tanks, trying to develop forests and education and endeavouring in various other ways to alter the conditions, Although these operations are very largely in the interests of the Koya, he does not contribute much towards the demand I do not believe that the emigration of a small percentage of the Koya population. I doubt if you can count on more for the present--will have much effect on the development of the agency. As a matter of fact all the development in Polavaram and nearly all in Bhadrachalam has been due to the low country settlers though I believe in Nugur where I am now the Koyas are of a somewhat different type and take rather more share in the work of the taluk. The road work is I think attracting a certain number of koyas but I was surprised to find that many if not most of the coolies I saw at work on the roads and on the tanks works are men from Bastar State.

4 The replacement of Koyas by hardworking cultivators from the plains depends very much on what policy is adopted. Some have suggested that the Koya had better work out his own salvation and if he meets with a superior civilization, he must take the consequences of his own indolence. In other words they would avandon the Koyas to natural laws, such as have had their results in the condition of the Red Indians the Australian bushmen or the Nilgiri Todas. Others think that the Koya is capable of development and should not be discouraged or crushed by competition with men of a higher grade of civilization. I do not despair of the Koya and prefer the ~~higher-grade-of-civilization.---I-do-n~~ latter school but I doubt if in the past we have not been too cautious, too afraid of offending the susceptibilities of the Koya, to bring him to any sense of his position or to any knowledge of material things outside his podu and his liquor. It is in this sense that I incline towards your argument No. 3. I look upon the matter rather from the point of view of the Koya than from that of the empire because

because I neither hope nor desire that there should be really extensive emigration from these parts. The Tea Industry cannot really depend in any large measure upon the efforts of the Koyas. I think it very possible that a certain number of koyas might enlarge their views by going to Assam and that such an experience brought home to the people by those who returned might have a higher educative value than years of reading in elementary schools under incompetent teachers. If that result were to follow, we should be furthering, not hindering the development of the agency.

5. But he must not be misled. I would suggest that if the agency be thrown open to emigration it be worked in compartments, a taluk or even the portion of a taluk at a time: (2) that an experienced Tahsildar be placed in charge of such limited area as he can really supervise (3) that recruiters be really carefully chosen by thorough inquiry into their -- characters, (4) that the number of coolies be limited for the present till further experience is gained, (5) that every facility be given to hillmen to return if they so desire. Some of these conditions are covered by your suggestions at the end of your letter and I am inclined to accept those of the latter which are additional to them.

On these conditions I can see no harm in throwing open the agency to recruitment. They are such as to make the whole place of the nature of an experiment which if it fails is not incapable of redress.

Sd. P.S.P.Rice,

17-I-18

Government Agent.

(True copy.)

8.4.18

for Collr

Madras Mail d/ 3.3.18

PROVINCIAL RECRUITING BOARD.

621
R.

Reg. 5/3.

THE INDIAN TEA ASSOCIATION

RECRUITING IN SOUTH INDIA.

(FROM OUR CORRESPONDENT.)

CALCUTTA, 28th *Feb.*—At a meeting of the Indian Tea Association on the 13th instant, a letter from the Chairman, Assam Labour Board, forwarding a copy of correspondence between the Board and the Government Agent, Godavery, regarding the opening of the Godavery Agency Tracts to recruitment for Assam, and requesting the opinion of the General Committee of the Association on the proposals made by the Government Agent, was considered. The correspondence dealt with the question at some length, and it was observed that the Government Agent agreed to the opening of the tracts on the following conditions:—(1) That the scheme should be worked in compartments, a taluk or even a portion of a taluk at a time; (2) that an experienced Tahsildar be placed in charge of such limited area as he can really supervise; (3) that recruiters be really carefully chosen by thorough enquiry into their character; (4) that the number of coolies be limited for the present till further experience be gained; (5) that every facility be given to hillmen to return should they so desire. The Government Agent added that he was disposed to accept certain other suggestions made by the Board, *e.g.*, that no hillman should be put under an agreement in Assam for at least a year; that no such agreement should be for a longer period than a year; and that only *bona fide* residents of Godavery District who are *bona fide* garden coolies should be allowed to come down as Sirdars for recruitment. The Committee noted the position with satisfaction. They had no particular crititicisms to offer with regard to the conditions proposed, their idea being that these conditions were a matter for settlement between the Labour Board and the Tea Districts Labour Supply Association. The Chairman of the Board was to be informed accordingly.

Rev Dept

To Secy

Subd that the Home Dept may be requested to state if they have any information on the point and if not to call for papers on the subject from the Collr of Godavari

5.3.18

5 3 18.

Home. Dept. wo

Rev. W.O. No. 621 RB/18-1
d/ 5.3.18,
Home Chs 823
5-3-18

-5 MAR 1918

x vide notifns nos VII & IX on p 19 of Slip J.

In 1913 it was decided not to throw open these tracts for recruitment of labour for Assam - vide para 4 paper V at p 37
G O 711
[illegible] 5. 15

For Secretary

Submitted that no part of the Godavari agency has been thrown open to recruitment of labour for Assam. Proposals in this respect are perhaps under the consideration of the Govt Agent, Godavari. The matter still seems in the correspondence stage between the Chairman, Assam Labour Board and the Govt Agent, Godavari. The tracts in question will not be thrown open to recruitment of labour for Assam without the sanction of the local Govt & of the G of I. If proposals have matured the Govt Agent will submit them in due course. The Secretary, Provincial Recruiting Board may in the circumstances be requested u.o to consider whether the papers should be called for at this stage from the Govt Agent, Godavari.

Vide cutting p 1 ante

S. 3 of the Assam Labour & Emigration Act.

Better call for a report.

6.3.18.

H.M. (Genl) is against throwg open addl areas in Vizag dt & it will be probably unnecy to enquire re Godavari Agency 7/3/18

6-3-18.

NOTES.

For Under Secretary

A draft memo is submitted for approval.

7.3.18

7-3-18

LWS
16.3.18

Issued as Memo no 823-1, Home (Mis) d the 18.3.18

From the Govt. Agent, Godavari
R.C. No 172/Ag/18, d
the 23.3.18.

For the U.S

The Govt. Agent, Godavari has forwarded a copy of the correspondence that has passed between himself and the Chairman, Assam Labour Board, on the question of throwing open the Agency tracts of the Godavari district to recruitment of labour for Assam. Mr Rice the present Govt. Agent, Godavari, has expressed himself to be in favour of opening these tracts to recruitment of labour for Assam on certain Conditions. The question will however have to be considered and settled

Pp 4-8 CF.

Pp 6-8 CF

S. 3 of the Assam Labour + Emigration Act.

by the local Govt in the first instance and the sanction of the G of I obtained to the opening of these tracts.

2 Attention is invited to the undermentioned papers from which it will be seen that successive Govt Agents were strongly opposed in the past to the opening of these tracts to recruitment of labour:-

B 1) Paper XIX at pp 11-13 of G.O. 360A / 13.5.07

K 2) Paper V at p 8 of G.O. 1374 Pub / 11.11.12

R 3) Paper VII at p 7 of G.O. 904 Pub / 19.7.13.

Z 4) Paper II at p 2 of G.O. 711 Pub. / 5.5.15

The question was for the last time dropped in 1913 – vide Mr Burgenvai's note d the 18.11.13 and Sir John Atkinson's note d 20.11.13 at pages 4-5 of notes Z to G.O. 711 Pub d the 5.5.15. In view of the ~~steady~~ policy pursued by Govt in the matter in the past it does not appear likely that the Govt. will reconside the position now. It will be no that Mr Rice himself stated on 2 that the arguments against scheme of opening these tracts recruitment of labour for Assam were so overwhelming that it hardly necessary to enter in more detail.

Paper V at K
p 8 of G.O 1374 Pub / 11.11.12

2 It is not clear why the Chairman, Assam Labour Board addressed the Govt. Agent, Godavari direct now on this question and why the latter communicated his views to the former without referring the matter to Govt. for orders. The correspondence (Papers I & IX) in G.O. no. 848 Pub. d the 1.6.15 contain the instructions as regards the relationship that should exist between the D.Ms concerned and the Chairman, Assam Labour Board. These instructions do not authorise either the Chairman, Assam Labour Board or any of the D.Ms

pp4-6 cf

pp6-8 cf

Mr. Rice explains in his letter on p. 2. c.f.
25

P

Concerned to enter into correspondence with each other on questions of policy relating to recruitment of labour for Assam which have to be settled by Govt. It is for consideration whether instructions should issue to the D.M.s con that they should not enter in correspondence with the Chairm Assam Labour Board direct on questions of policy and whether the Chairman, Assam Labour Board may also be informed of This is not the first instance in which the Chairman add a Govt Agent direct on such questi Please see the letter addressed by the Chairman No 69-T d/the 8.5.17 to the Agent to the Governor in Vizagapatam printed at p 2-4 of G.O. 174 Home (Mis) d/the 1.3.18. The Agent in that ca referred the matter to Govt. w his remarks and did not reply direct to the Chairman.

S

4 As the papers were obtained from the Govt Agent Godavari at the instance of th

Not necessary I think. Informal discussion between the Chairman & the Govt. Agents need not, perhaps, be discouraged. Nothing effective can come of them one way or another without Govt's sanction.

25-[illegible]

NOTES.

Secretary, Provincial Recruiting Board the file may go w.o to him for perusal.

22.4.18

Pdek
24.4.18

S.

Paper XIX at pp 11-13
of G.O 360A d 13.5.07 (B)
Paper V at p 8 of
G.O 1374 d 11.11.12 (K)

End of pp 6. CF

The main argument against withdrawing aborigines from the Agency tracts is that the population even as things stand, is insufficient for the development of the area. The Chairman's idea that it wd be to the advantage of the Agency to remove the aborigines & "fill it with hard-working cultivators from the plains" seems to me to labour under a double misconception. In the first place, depopulation of the aborigines wd not mean that their place wd be taken by plains people: the "hard-working cultivator of the plains" has always shown a tendency to fight very shy of the agency tracts. Depopulation of the aborigines wd in most areas mean depopulation altogether. Secondly, I do not know that the filling up of the aborigines' pla by plains people has been recognised as an ideal. The policy of Govt, as I have always understood it, has been the development of the Agency by means of it for the ultimate benefit of the aboriginal inhabitants.

p. 5 of notes to F.O. 711 Pub. at 2.

2. Then there is the podu argument, or "better an empty house than an ill tenant". In 1913, Sir Harold Stuart thought emigration might be the best remedy for podu. But since 1913 the prevention of podu has made a very big advance & I think I am not wrong in saying that it has been shown, ~~that~~ where Govt. Officials have got a fair chance, that podu can be & is being repressed. This is a first step in the development referred to above.

3. I do not think it possible that an agency cooly cd ever be got to Assam without a misconception. However earnest & lucid & well-intentioned the recruiter might ~~cd~~ be, ~~to~~ it wd be beyond his powers — or any other human being's — to get the idea into the Agency intellect. A people who thought that the Germans were

NOTES.

black, who supposed that the Anglo-German war was being waged in the plains below & that the Agent & I were touring in these hills to be out of it — such a people are not likely to make much of the geographical interval between Bhadrachalam & Assam, the dividing sea between, or the conception of an alien race, alien language & alien domesticity.

4. From the Chairman's letter in the c.f. it is clear that the Board is anxious to give the venture every reasonable prospect of success. They are ready to regard it as an experiment & to try it as such. As argued by Mr Rice on p. 8 c.f., if a Koya cd be got to Assam & back he wd have a greatly enlarged conception of the universe & his educative value in his native Agency wd. be high. I can't see the Board getting anything out of this experiment; but on the other hand the Agency might get a good deal. The emigration of an experimental few wd not affect the labour problem or the

UNDER SECY. TO GOVT.
[illegible] APR. 1918
REVENUE DEPT.

Question of depopulation to any appreciable extent. The practical difficulty of course, will be to find the Pilgrim Fathers.

5. For orders whether the experiment — on the strict understanding that it is only an experiment — may be tried.

25

I do not think that the case is ripe for Govt. to commit themselves to any opinion. Judging from the papers put up, I am against all emigration. Even the advantages to be secured by travel will be more than nullified by the practices adopted to induce the Koya to emigrate & to stay on in Assam.

However it is enough for the present to inform the Recruiting Board that emigration is not permitted from the Godavari Agency.

I wish that Mr. Rice had not even hinted at the possibility of the existing orders being reconsidered.

26/4/18

A

Home (Mis) no 823-2
26.4.18

L. no. 1189 R.B./18
Regd 29.4.18

Rev. [illegible]

Provl Rec & Bd

To Secy

The file may, it is subd, be returned to the Home Mis Dpt with thanks. The emigration of Koyas to Assam will not appreciably affect recruitment for the army. But in view of the possible increased ~~[illegible]~~ recruiting activities in the Presy it seems, it is subd, that at present no encouragement should be given to any emigration proposal

Rev. u. o. no. 1189 RP/18-1
2-5-18

Ah
2. 5. 18.

Rel
2. 5. 18.

Home. Misc. uo

MP 2/5
Noted in CR
3. 5. 18

REGISTRAR, [illegible] DEPARTMENT
2 MAY 1918
GOVT. OF [illegible]

For the U. S

Submitted for consideration whether any action is called for at present. The papers may perhaps be recorded. A draft order is submitted for approval. For orders whether a para should be added to the draft with reference to the Secretary's note (last para) at p10 ante.

3. 5. 18.

Pack.
3. 5. 18

S

Draft for appl.

Copy may [illegible] to the Chairman [illegible] Board.

[illegible] added with [illegible]

Box 10
Circ 6/5/18
Retd 8.5.18

Stt. II—8 (a)—160.004—16-1-17.

NOTES.

Draft for approval
6/5/18

HM

8.5.18.

9 MAY 1918

Issue
9/5/18

Sect. II—10 (a)—36,003—21-1-18. (6)

Home DEPARTMENT.
(Mis)

Emigration - Assam.

-13-

Recording Correspondence between the Govt Agent Godavari & the Chairman, Assam Labour Board on a proposal to open the Agency tracts of Godavari to recruitment of labour for Assam & c.

READ AGAIN G.O. No. dated 191
" " " " " I 191 .
Memo No 823-1, Home (Mis), d the 18-3-18

READ ALSO:—
C. No. , From the II , No. , dated 191 .
" " From the Govt Agent, Godavari, " " 191 .
R. C. No 172/Ag/18, d the 23. 3.
" " " " 1918.

tating that
e Govt are
t
epared
Sanction
y recruitment
n the agency
acts of this
Presidency in
addition to that
already allowed

ORDER.
Mis

No. 429, dated 9. 5. 1918.

Recorded.

2. ~~The~~ Govt are not prepared to ~~encourage~~ sanction any increased recruitment from the Agency tracts in addition to that allowed under the existing rules.

6/5/18

Th
3.5.18.

Rue k.
3.5.18

Recd d/o's with Encls
CR
13.5.18

To

The Govt Agent, Godavari
(q + o).

Copy to the Chairman,
Assam Labour Board.
(a of I, q of II + o).

D

.. A A A A A A A

DESPATCH