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MADRAS RECORD OFFICE.

Government of Madras.

Public DEPARTMENT

G.O. No.	1828	Press Mis.
Dated	13-12-	1937

Not to be folded or roughly handled

*Proceedings of the Madras Government, Public Department,
12th December 1871.*

No. 61. Read the following letter from the Colonial Secretary, Straits' Settlements, to the Chief Secretary to Government, Fort St. George, dated Singapore, 14th November 1871:—

I am directed to transmit to you, for the information of the Right Honourable the Governor in Council, the enclosed copy of a letter from the Government of India with its enclosure, and to state that the Administrator of this Government is much indebted to the Government of Madras as well as to the Supreme Government for the interest shown in the subject of emigration to this colony.

2. I am to add, however, that in the opinion of this Government the current of emigration would be seriously interfered with if it was only permitted from Madras, and that this Government would feel greatly indebted to the Government of India if emigration were allowed from the port of Negapatam, and His Excellency the Administrator trusts that the Government of India will be so good as to authorize, by legislation, emigration to the Straits' Settlements from the port of Negapatam as well as from the Presidency town, under the precautions alluded to in the third paragraph of Mr. Hume's letter of the 31st August last, and which were proposed by Sir H. Ord in his letter to Lord Kimberley of the 15th May last.

3. In accordance with the suggestion of the Government of India I have been directed to address the Madras Government, and request that you will oblige His Excellency the Administrator by informing me what will be the probable cost of the proposed emigration, and whether you can recommend any suitable person as Protector of Emigrants at Negapatam.

4. I am to inquire also whether the restrictions about vessels, &c., might not be left to be regulated by Act XXV. of 1859.

From A. O. HUME, Esq., c.b., Secretary to the Government of India in the Department of Agriculture, Revenue, and Commerce (Emigration), to the Honourable the Colonial Secretary, Singapore, dated Simla, 31st August 1871, No. 35.

I am directed to acknowledge the receipt of your letter dated the 24th ultimo urging the Government of India to expedite the measures necessary for continuing the emigration of labourers from India to the Straits' Settlements.

2. A despatch upon the subject has also been received from Her Majesty's Secretary of State for India, enclosing, among other documents, a letter dated the 15th May last from His Excellency Sir Harry Ord to the Right Honourable the Earl of Kimberley, which, it is presumed, expresses generally the views of the Colonial Government as to the admissible restrictions upon emigration. In case, however, that letter should not be before His Excellency the Administrator, a copy is enclosed.

3. In that letter it will be seen Sir H. Ord proposes a course intermediate between the enforcement, in its integrity, of the law* applicable to emigration to Mauritius and the West Indian Colonies, and the absolute freedom of emigration to Ceylon. The precautions suggested are

* Now embodied in Act VII., 1871, a copy of which is enclosed for readier reference.

that the Colonial Government should establish, at any port which with the consent of the Indian Government might be opened for the purpose, a Protector of Emigrants and a depôt whereat intending emigrants could be received prior to embarkation, and that emigrants should only be embarked on ships which had received the approval and license of the Protector. The main objection to the introduction of the whole machinery of the Act is the expense which would be entailed on the colony. This argument is based on the assumption that the emigration must take place from some other port than Madras. But I am directed to suggest, for the consi-

deration of His Excellency the Administrator, whether the needful labour might not be obtained from the port of Madras, which is not much further from Penang than is Negapatam, whence the immigration has hitherto for the most part been carried on. The importers of labour would then only have to bear their share of the expenses of the Protectorate, and would probably be able to obtain, for a moderate remuneration, the services, as agent, of one of the gentlemen already employed in that capacity by other colonies. Should this suggestion commend itself, His Excellency the Administrator might place himself in communication with the Government of Madras in order to ascertain the exact cost of the scheme. It is believed that the average annual number of labourers emigrating (*e.g.*) to Jamaica from Madras does not exceed that estimated by Sir H. Ord as needed for Penang; and the former colony finds it worthwhile to bear its share in the expenses involved in compliance with the Emigration Act, while the cost of transport must be much greater than in the case of any of the Straits' Settlements. If such an arrangement were adopted, the Governor-General in Council could, without having recourse to legislation, by an executive order permit emigration from Madras to the Straits' Settlements.

4. But, should it appear open to insurmountable objections, I am to request that His Excellency the Administrator will have the goodness to state, for the information of the Government of India, exactly on what points and to what extent he desires a relaxation of the law in favour of the colonies under his care. The port from which it is desired that the emigration should take place ought also to be specified. It would probably save time if, should such a communication prove necessary, it were transmitted by the Colonial Government through the Government of Madras, which, in forwarding it to the Governor-General in Council, could thus have an opportunity of expressing its views.

5. A copy of this communication will be forwarded to the Government of Madras.

From R. G. HERBERT, Esq., to the Under Secretary of State, India Office, dated London, 23rd May 1871.

With reference to my letter dated the 9th May I am directed by the Earl of Kimberley to transmit to you, for the consideration of His Grace the Duke of Argyll, the copy of a letter* from Sir H. Ord respecting emigration from India to the Straits' Settlements.

* 15th May.

2. I am to state that Lord Kimberley trusts that the Indian Government will not insist upon regulations so stringent as to put an end to an immigration which appears to be beneficial to the Indian labourer, and the termination of which would be most injurious to the Straits' Settlements.

From His Excellency Sir H. Sr. GEORGE ORD, C.B., Governor and Commander-in-Chief of the Straits' Settlements, to the Right Honourable the EARL OF KIMBERLEY, &c., &c., &c., dated London, 15th May 1871.

I have the honour to acknowledge the receipt of Mr. Herbert's letter of the 9th instant giving cover to an extract from a report from the Emigration Board to the Colonial Office on the subject of coolie emigration from the Madras Presidency to the Straits, and desiring to obtain my opinion on the proposal made by the Madras Government for controlling this emigration.

2. The history of this emigration is correctly and fully set forth in the memorial of the Planters and others enclosed in my despatch No. 39, 24th February 1871. It shows that after continuing, with the concurrence of the Government of India, for upwards of fifty years, during which time no complaint was made of its being accompanied by any injustice or injury to the immigrants, it has been suddenly, and without any previous notice, put a stop to on pleas which I do not think are supported by the evidence, and which a careful personal inquiry has satisfied me are at all events considerably exaggerated.

3. From the poorness of the soil of the Malay peninsula, cultivation can only be carried on profitably when cheap labour can be obtained: the native Malay will not work as a field labourer, and the Chinese immigrants find other and more remunerative occupation. The cessation of, or

even the introduction of, any material impediments to the emigration of natives from Madras to the Straits will, therefore, necessitate the abandonment of a large and yearly increasing cultivation, especially in Penang and Province Wellesley, and will, in fact, at once bring ruin on the agricultural interests of the settlement, by which alone it has gradually raised itself to the position it occupies.

4. Under these circumstances, it is but natural that the memorialists should ask that an arrangement sanctioned during fifty years by the Government under which they have lived, and which they justly contend is as beneficial to the object of it as to themselves, should not be put an end to merely because the local administration of their affairs has passed to another Department of Her Majesty's Government.

5. Sir Clinton Murdock observes that an emigration such as this could not be carried on by means of native agents without leading to serious abuses, and is of opinion that the proposals of the Government of Madras meet the case in a liberal and reasonable manner, although I have satisfied myself that the statements made with respect to these abuses are greatly exaggerated. I have ascertained that irregularities do occur in connexion with this emigration, and I recognize the necessity of steps being taken to prevent their recurrence.

6. The remedy proposed by the Government of India is to place emigration to the Straits' colony under the same restrictions as exist in regard to the West Indies and Mauritius, that is, under the provisions of Act XIII. of 1864.

7. Now the number of immigrants who arrived in the settlements in the three years 1867, 1868, and 1869 is stated to have averaged about 3400 per annum: of these, not one-half were received as indentured immigrants by the Planters, for it must be borne in mind that besides the labourers on the estates there is a very large Tamil population in the settlement employed as labourers, washerwomen, drivers, domestic servants, &c.: these are recruited every year by fresh arrivals from their own country, coming over either on their own accord or at the instigation of, and to join, their friends, and under circumstances which do not bring them within the operation of the Act. I have ascertained that the actual average number of indentured labourers which the estates have been lately receiving are not likely to require in future to supply vacancies is about 1200 per annum, and a reference to some of the provisions of the Act will I think prove beyond a doubt that it would be impossible for the colony to undertake for such an object the heavy cost which the working of the Act would entail.

8. For instance, by Sections 10, 13, and 17 there will have to be appointed at the port of embarkation an Emigration Agent, a Protector of Emigrants, and a Medical Inspector of Emigrants. As emigration for the Straits will have to be carried on from Negapatam, where none of the other colonies have agencies, no assistance can be derived from existing officers; but fresh appointments will have to be made, and the cost of salaries alone cannot I think be put at less than £2,500 per annum. By Section 18 a dépôt will have to be established with necessary officers, managers, cooks, &c. By Section 24 paid recruiters will have to be engaged, who will be licensed by the Madras Government. No other person will be allowed to engage labourers.

By Sections 46 and following the vessels in which the emigrants now make the run to Penang in eight or ten days without loss or inconvenience are to be placed under the same restrictions, and subjected to the same requirements, as those which carry emigrants to the West Indies,—a voyage occupying from eighty to one hundred days.

9. If, therefore, it be decided that emigration from India to the Straits can be in future only permitted under such restrictions as these, it is clear that the colony must make up its mind to forego the benefit it has so long enjoyed, and to accept the inevitable result which will follow the destruction of its agricultural interest.

10. But it does not appear to me to be of absolute necessity that this condition should be insisted upon. Admitting the existence of some faults in the arrangements under which the emigration of indentured labourers to the Straits is at present carried on, it does not follow that such faults can only be remedied by the adoption of a costly and onerous system, applicable to cases of colonies thousands of miles distant from India and receiving an immigration which is numbered by thousands in place of hundreds.

Proceedings of the Madras Government, Public Department.

12th December 1871.

11. Leaving out of sight altogether the interests of the colony, I contend that the emigration which has hitherto existed from India to the Straits is beneficial to the emigrant, who finds himself in a climate well suited to his constitution, working amongst a population composed extensively of his own friends and country people, at a labour with which he is not unfamiliar, and for which he receives a remuneration largely in excess of that obtainable in his own country, and that in his interest alone it is right that this emigration should be maintained and supported under no further restrictions than are necessary to secure his personal freedom, health, and immunity from unfair dealing.

12. The memorialists have asked that it may be permitted with the same freedom that exists in regard to Ceylon; but there are certain differences in the circumstances of the two colonies which must be taken into account, and I consider that the interests of all concerned will be best secured by recognizing an intermediate course between the perfect freedom allowed in Ceylon and the complete prohibition which Act XIII. of 1864 would entail.

13. I would propose, therefore, that a special Act should be passed by the Government of India legalizing the emigration of natives to the Straits' Settlements on indenture, provided the colony established at any port, which with the consent of the Indian Government might be opened for the purpose, a Protector of Emigrants and a depôt whereat intending emigrants can be received if necessary prior to embarkation, and that they should only be embarked in ships which have received the approval and license of the Protector.

14. Should this suggestion meet the approval of Her Majesty's Government, I shall be prepared to submit the details which it will be necessary to embody in the Act for the guidance of the Protector and others employed to carry out its provisions.

No. 62. ORDER THEREON, 12th December 1871, No. 1828.

The letter above recorded from the Colonial Secretary, Straits' Settlements, is referred, with the previous correspondence, to the Protector of Emigrants, who will, at an early date and after communication with the Collector of Tanjore, report upon the cost involved in carrying out the following arrangements:—

- (1.) The appointment of the Protector at Negapatam.
- (2.) The cost of a depôt for intending emigrants at Negapatam, and of the establishment connected with such a depôt.
- (3.) The cost of registering before the Magistrate such of the emigrants as are to be labourers under indenture.

2. The Protector of Emigrants will also report whether, as suggested, the restrictions about vessels, &c., may be left to be regulated by Act XXV. of 1859.

(True Extract.)

Chief Secretary.

To the Protector of Emigrants.

Ed. A. S. Rodgers.

SETTLEMENTS,

TO THE HON'BLE THE CHIEF SECRETARY TO THE GOVERNMENT OF MADRAS.

Singapore, 14th November, 1871.

SIR,

I AM directed to transmit to you, for the information of the Right Hon'ble the Governor in Council, the enclosed copy of a letter from the Government of India, with its enclosure, and to state that the Administrator of this Government is much indebted to the Government of Madras, as well as to the Supreme Government, for the interest shewn in the subject of Emigration to this Colony.

I am to add, however, that in the opinion of this Government the current of emigration would be seriously interfered with if it was only permitted from Madras, and that this Government would feel greatly indebted to the Government of India if emigration were allowed from the port of Negapatam, and His Excellency the Administrator trusts that the Government of India will be so good as to authorise, by legislation, emigration to the Straits Settlements from the port of Negapatam, as well as from the Presidency Town, under the precautions alluded to in the 3rd paragraph of Mr. Hume's letter of the 31st August last, and which were proposed by Sir H. Ord in his letter to Lord Kimberley of the 15th May last.

In accordance with the suggestion of the Government of India, I have been directed to address the Madras Government, and request that you will oblige His Excellency the Administrator by informing me what will be the probable cost of the proposed emigration, and whether you can recommend any suitable person as Protector of Emigrants at Negapatam.

I am to enquire also whether the restrictions about vessels, &c., might not be left to be regulated by Act XXV. of 1859.

I have the honor to be,

SIR,

Your most Obedient Servant,

John P. Smith

Colonial Secretary,

Straits Settlements.

Oct. 11 1871

PUBLIC.

THE PROTECTOR OF EMIGRANTS.

Dated December, 12th.

Recd.

Encl.

G. O., 12th December 1871, No. 1928.

RECEIVED
NOV. 21. 72.

Referring letter from the Colonial Secretary, Straits Settlements, with the previous correspondence, to the Protector of Emigrants for early report, in communication with the Collector of Tanjong, upon the cost involved in carrying out certain arrangements connected with emigration to the Straits Settlements.

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RECEIVED
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U.S. DEPARTMENT OF AGRICULTURE
WASHINGTON, D.C.

1870

the Colonial Secretary
Singapore, dated 14th November
1871.

Order thereon 12th Decr/71 No 1828.

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- (2) The cost of a depot for intending Emigrants at Negapatam.

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1871, September
 From
 Edward Wendell,
 Francis & Henderson.
 No.

1891-
Wm C. Davis }
Jas. S.
J. G. Walker
J. C. Davis

1892

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To The Protector of Emigrants. dated 12/12

Bot. of 1871 & 1872.

Public

To
The Protector of Emigrants.

Dated Dec 12 }
Recd. 1871, No. 1828.

Nos. 61. 62.

Following letter from the Colonial Secy. Shiao's Settlements with the previous correspondence to the Protector of Emigrants for early report in connection with the collection, where the cost in regard in carrying out certain arrangements connected with Emigration is the State Settlements.

Read in Abs.