

- (1) பக்கங்களின் எண்ணிக்கை 5-5
(2) புதுக்கித் திருப்பிய நாள் _____
(3) ஆதாரக் குறிப்பவர் கருக்கொப்பம் _____

தமிழ்நாடு ஆவணக் காப்பகம்.

தமிழ்நாடு அரசு

பெருகு துறை

அரசாணை எண். <u>737</u> மு. கோப்புத் தாள் எண்.	அச்சகம் பலவகை
நாள்: <u>3-10-1997</u>	<u>1997</u>

மடிக்கவேண்டிய கையாளவே கூடாது.

ORDINARY, MS.

Sub DEPARTMENT.	
G.O., DATED	3 rd Oct 1894
No.	737

INDEXED.

When given for copying.

[Despatch Abstract.]

One to the Protector
of Emigrants endorsement
of the Govt forwarding
despatch from the
Secy of State Transmuting
memorandum by the
Protector of Immigrants
re: on Dr. Comins'
note on Emigration from
the East Indies to that
Colony.

Public Dept.

From

The Govt of India
Rev: & Agri: Dept
(Emigration)
Simla

N^o 2560
76

Dated 21st }
Recd 27th } Sep 1894
Repd 1st Oct 94

Encl: one

Subject

Forwarding despatch from
the Secretary of State transmitting
a despatch from the Governor
of Jamaica containing
Memorandum on Dr. Cox's
note on Emigration from the
East Indies to Jamaica

Publ. No. 9569, 7717-98

N^o
Mis

Order. d. 3rd October 94, N^o 737.
Comm^d to the Protector
of Emigrants for information
with reference to the cor-
respondence forwarded to
him under Encl. N^o 1875,
d. 21st Oct, 1893.

2513.
2/10

above
with

Protector of Emigrants
DESPATCHED
Oct 8 1894
IN MS

D AGAIN ORDER OF GOVERNMENT, DATED
189 , No. , MISCELLANEOUS.

ENCLOSURES.

CURRENT No.

STATEMENT WITH DITTO.

ORDER OF GOVERNMENT A A

LETTER OF GOVERNMENT.

STATEMENT WITH DITTO.

PAPERS NOT FILED UP, BEING MEANT FOR DESPATCH
IN ORIGINAL (not paged).

N.B.—

A — Copy in full.
B — Not to be copied.
P — Copy abstract only.
Q — Copy heading only.

BACK PAPER, No.

OF 189 .

FURTHER PAPER, No.

OF 189 .

3. I request that you will carefully consider with your Privy Council Dr. Comins' recommendations for the amendment of the Law—(1) by the reduction of the number of hours constituting a full day's work from 9 to 7½; and (2) by repealing the provision in section 53 of the Law of 1879 which makes it a condition of the right to a return passage that the immigrant should make application for it within twelve months after he becomes entitled thereto; the latter recommendation you will observe has the concurrence of the Government of India.

4. With reference to paragraph 4 of the despatch of the Indian Government, I would urge upon you the necessity of enacting a law providing for the recognition of marriages which are valid according to the personal law of the immigrants. Provisions for this purpose are contained in Part X of the British Guiana Ordinance of 1891, a copy of which is appended to Dr. Comins' Note relating to the Colony. I enclose, for your information, copies of the Law of Fiji and Trinidad referred to in the despatch of the Indian Government, and I request that you will give directions for the preparation of a draft Law on the subject of the marriage of immigrants, and transmit it to me for approval and for reference to the Government of India.

Fiji No. 11 of 1892.
Trinidad No. 23 of 1891.

5. Steps should be taken to give effect to Dr. Comins' suggestions with respect to the provisions to be made for securing the payment to the heirs in India of the proceeds of estates of deceased immigrants who have died intestate leaving no heirs in Jamaica, and with regard to the form of monthly statements of work and wages, and you should carefully consider his other recommendations of which the Indian Government express their approval.

6. I observe that Dr. Comins was under the impression that an Indian immigrant, who has completed five years' industrial service, is subject to an annual tax of 50 shillings, if instead of re-engaging as a labourer he embarks in business on his own account. In his memorandum enclosed in your despatch No. 434 of the 23rd of December, Mr. Cork has rightly pointed out that Dr. Comins was in error on this point, my predecessor having declined to sanction the proposal for such a tax which was made in 1890.

7. In section 3 of the Immigration Protection and Regulation Law, 1879 an "adult" is defined to be "an indentured immigrant of or above the age of twelve years" This is for labour purposes and is not to be confounded with the provision of the Indian Emigration Act under which, for the purpose of conveyance by sea, persons of or above the age of ten years are berthed as adults and charged for accordingly. There was no overcharge on account of the *Belgravia*. I would also note that section 49 of the same Law does not define an adult to be a person sixteen years of age or upwards as stated by Dr. Comins.

8. The amendments of section 62 and section 95 (21) of the Law of 1879, prepared by Dr. Comins and referred to in the despatch of the Indian Government, were made by amending Laws, 1881 and 1883.

No. 2560

GOVERNMENT OF INDIA.
DEPARTMENT OF REVENUE AND AGRICULTURE.

(Emigration)

Simla, dated the 21st September 1894.

Forwarded to the Government of Madras for information, in continuation of this Department's letter No. 2708-26 dated the 29th September 1893.

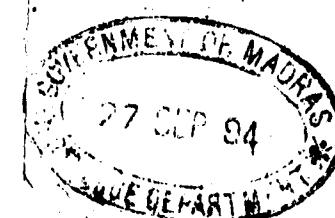
10956
27-11-93

By order,

Offg: Under-Secretary to the Government of India.

List of Papers forwarded.

Despatch from the Secretary of State No. 69 dated the 2nd August 1894 and enclosures.



Five men worked 642 days—possible total 780, and were paid £39 11s. 6d., equals 1s. 2⁷/₉d. per day.

Eight women worked 737 days—possible total 1,248, and were paid cash and rations, £38-3d., equals 10s. 7¹/₂d. per day.

Four women worked 371 days—possible total 624, and were paid cash and rations, £14 1s. 4¹/₂d., equals 9s. 1d. per day.

The men worked 4⁶/₃ days in each week and the women 3⁵/₅ days. When in hospital their expenses were *nil*. No deductions whatever are made from wages, which have to be paid in cash once a week.

I append similar statistics for the same period for—

1 Sugar Estate }
1 Banana „ } on which most of the hands are fair or good labourers.
1 Cocconut „ }

Bog Estate, Vere (Sugar).

Men.	Women.	
4	4	Chamar.
1	...	Nonia.
3	1	Ahir.
4	1	Chattri (of which one man is idle and incorrigible).
...	1	Dhanuk.
2	1	Bhur.
1	...	Kuri.
1	...	Korri.
1	1	Rajput.
1	...	Kahar.
1	...	Kumhar.
1	...	Kurmi.
1	...	Thakur.
1	...	Mali.
1	...	Gondli.
...	1	Molah.
2	1	Musulman.
1	...	Shekh.
Total . 26	11	

From 1st January to 30th June 1894—

Twenty-six men worked 3,446 days out of 4,056 working days, and were paid £246 4s., average 1s. 5¹/₄d. per day.

Eleven women worked 1,074 out of 1,716 working days, and were paid in cash and rations £58 16s. 3d., average 1s. 1¹/₄d. per day.

Four children earned £6 12s., average £1 13s. each.

The men worked on the average five days a week and the women 3¹/₂ days. The children did light work occasionally.

Windsor Estate (Bananas).

From 1st January to 30th June 1893—

Thirty-three men worked 3,741 days out of 5,148 working days, and were paid £216 19s. 7¹/₂d., or nearly 1s. 2d. a day. Two of these are classed as adults, but are under sixteen years of age.

Seventeen women worked 1,785 out of 2,652 working days, and were paid in cash and rations £103 4s. 9d., equals nearly 1s. 2d. a day.

The men worked on the average 4¹/₃ and women 4 days a week.

Hermitage Estate (Cocoanuts).

Fifteen men worked 1,738 out of 2,340 working days, and were paid £97 11s. 7¹/₂d., equals nearly 1s. 1¹/₂d. a day.

Seven women worked 657 out of 1,092 days, and were paid in cash and rations £40 9s. 3d., equal to 1s. 2¹/₂d. a day.

The men worked on the average 4⁴/₅ and the women 3⁶/₁ days a week.

Speaking generally for all the estates in the Island, most of the work is *thicka* or task-work, and while some of the more ambitious men take 1s. 3d., 1s. 6d., or 2s. tasks and complete them within nine hours, a large number leave off work as soon as they have earned 1s. (often in from five to seven hours) or spin out the whole nine hours by working without rest or frequently leaving their work. Some few working at the same tasks and rates

as the others take every opportunity to leave off work after performing only ¹/₃ths of a task, apparently finding 9d. a day sufficient to satisfy all their wants. I append the record of three good workers who came here in the *Belgravia* two years ago. There are many others equally good or nearly so:—

912, Guptar, caste Ahir, worked 138 out of 156 working days during the half-year to 30th June last, and earned £11 2s. 9d., or an average of 1s. 7¹/₂d., for every day's work performed.

989, Jagarnath, a Thakar, worked 139 days and earned £9 4s. 9d., an average of 1s. 4d. per day.

1081, Lalach Rai, a Chattri, worked 136 days and earned £11 5s. 9d., an average of 1s. 8d. a day.

The coolies in Jamaica get certain perquisites which cannot be counted as wages, but which have nevertheless a material bearing on their welfare. These perquisites vary on different estates. The most important are (a) liberty to depasture free of cost one or more head of stock (principally horse kind) and to keep pigs, poultry, etc.; (b) the free use of bread fruit and other articles of diet growing on the estates; (c) on certain banana plantations the small bunches of bananas rejected as too small for shipment; (d) the free use of garden plots, which, however, the people do not very frequently avail themselves of.

There are several misprints in the report, such, for example, as on page 21, line 11, where, instead of £41,093 8s. 11¹/₂d. sterling it is made to appear that 2,925 returned coolies only took away with them bills for that number of rupees. This gives a very false impression of the wealth acquired by the coolies in this colony, and it is important that the error should be corrected as the savings of a body of labourers are a most important index to the material condition of its members.

No observations from me seem necessary in regard to the somewhat gruesome details collected in the report respecting the treatment of white labourers, prisoners of war and others, who were brought to the West Indies two centuries ago. These details only serve to accentuate the difference between the former and the present practice of treating labourers.

It will be observed from the foregoing that most of the recommendations made in the report have been already carried out; that the recommendations respecting Estates' hospitals and the alterations of the hours of labour, I have thought it my duty to report against in the interests of the coolies, as they would be unworkable under the conditions existing here; and that I agree in principle with Dr. Comins' desire that the coolie should be quite unhampered by any restriction during his second five years of residence in the Colony. It is with extreme reluctance that I have opposed any of the suggestions made in good faith by an officer of the Indian Government with the object of benefitting the East Indian immigrants, but I feel persuaded that had Dr. Comins had sufficient time at his disposal to make a more exhaustive inspection, his views on these points would have been considerably modified.

Dated Colonial Office, London, the 12th July 1894.

From—THE MOST HON'BLE THE MARQUESS OF RIPON, K.G., Etc., Etc.,
To—The Officer Administering the Government of Jamaica.

WITH reference to my despatch "Emigration" of the 10th of October last, transmitting copies of Surgeon-Major Comins' Note on emigration from India to Jamaica and other West India Colonies, I have the honour to transmit to you the accompanying copies of a despatch from the Government of India, containing observations on his Note on emigration from India to Jamaica.

2. With regard to the remarks of Dr. Comins in paragraph 14 of his report in reference to the provision of medical attendance for labourers on estates, I consider that the Protector of Immigrants, in his memorandum of the 18th of December last, a copy of which was transmitted to me with your despatch No. 434 of the 23rd December, has shown conclusively that in Jamaica, where, as a rule the allotments of indentured coolies are small, the system of sending such coolies to the public hospitals is more beneficial than that of treating them in Estate hospitals; and in view of Mr. Cork's explanations and arguments, I am not prepared to recommend a return to the system of Estates' hospitals in Jamaica.

in practice no one can as yet say with certainty, because they will not commence to operate until 1896. It is, however, quite possible that they will limit the number of employers willing to give employment to the coolie, and I think it is certain that they will limit the number willing to employ inefficient coolie labourers. I am afraid that employers will only pay for the best labourers, and that the idle or those physically below a high standard will be thrown out of employment. It must be borne in mind that the employer will be under the obligation to pay the tax so long as he accepts service from the coolie, but he will have no remedy against him if he refuses to work with regularity except that of dismissal, and it is but natural to assume that inefficient or idle hands will be at once dismissed. Although I think that Dr. Comins unconsciously exaggerated the evil effects the system will produce, I agree that there are likely to be some bad results, and I entirely concur in his desire to obviate them. In my opinion the most obvious remedy is to impose a compulsory tax on the labourers *sic* (employers?) requiring coolie labour, taking care not to touch the small settlers, instead of making it an optional tax as the present law does. I do not recommend the re-imposition of the export duty, because sugar and rum cannot be expected to pay to the exclusion of fruit, and if an export duty were imposed on fruit, it would be difficult to discriminate between plantation and settlers' fruit. For the same reasons, a tax on production as imposed in Trinidad would be open to the same objections. I think if we followed somewhat on the lines adopted in British Guiana and imposed an acreage tax on each acre in cane and banana cultivation on estates over 50 acres in extent, the arrangement would be equitable. There would be several estates (principally in St. Ann, Trelawny, and St. James) which employ no coolies or only an inappreciable number, on which the tax would have to be paid, but this is unavoidable and the machinery would be in existence to furnish labourers if they were required at any time.

4. *Monthly statement of work and wages.*—A column for the number of days the coolies actually work during the month is already provided. Recommendations not involving any amendment of the laws. On reference to Appendix B, — *Fontabelle Estate, February 1890*—it will be observed, for example, that 18 men worked an aggregate number of 346 days and earned £23-18-1½. A simple calculation shows the average wage per day to have been 1s. 4-58d. When the returns are received in my office, the average wages of all the coolies in the Island are tabulated, and an analysis transmitted to the Colonial Secretary.

Immigration Department—Recommendation 2, page 27.—It would of course greatly lessen my work, but it would correspondingly increase the expenses if the Immigration Department were brought up to its former strength again. In 1882, the expenditure for salaries, travelling, depôt, etc., was £4,225-19-9d. In 1892 the expenditure under corresponding heads was £1,755-10-2d. The employment of another Inspector may become necessary if the number of immigrants is greatly increased, and it would be very desirable that an additional officer should be under training in case of sickness, casualties, etc., but I cannot conceive that it will become requisite to so greatly increase the establishment as to bring it up to the strength of ten years ago, now that the indentured coolie can at any time lay a complaint before the Resident Magistrate of his Parish free of all costs, and he has the means of so speedily obtaining redress for any grievance from which he may suffer. The rules for inspection have been amended so as to make the visits quarterly or oftener in case of necessity.

5. There are certain observations throughout the report which require attention, but which are not included in the recommendations. The observations on which no recommendations have been made. The most important are those referring to the *Houses of Immigrants*. No dwellings are approved unless they are of the dimensions specified in Law 23 of 1879, section 69, but thinking that beneficial results would be obtained if improved dwellings were used, I wrote some few years ago to Dr. Mosse, who was at the time holding the appointment as Superintending Medical Officer, suggesting that regulations should be framed as a standard by which officers should be guided in approving immigrants' dwellings, but he did not think that any steps were necessary. Immigration having ceased about that time, the matter was permitted to drop. On its resumption, however, I endeavoured to introduce an improved style of buildings by suggesting to employers that "on sanitary grounds the dwellings should be floored, the flooring being raised a sufficient height off the ground, say, 2 feet or more, to admit of a free circulation of air underneath, and if galvanized iron is used, the roof should be first covered with board." In most cases where new houses had to be built, I am glad to say my suggestions have been substantially

carried out, but where old ranges were in existence these have been made use of again, so that all houses are now built on the same plan. Dr. Comins saw some of these old ranges which he did not consider up to a proper standard. The *Belgravia* moreover being a steam-ship, made a quick passage to Jamaica, landing the coolies here in October 1891, who, when indentured for, were not expected to arrive before the early part of 1892. There was not the usual amount of time to effect repairs, etc. I was absent from the Colony at the time on leave, and have therefore no personal knowledge of the matter, but I learn that in one or two instances the workmen had not quite completed the houses before the ship arrived.

Considerable progress has been made in the improvement of dwellings during the past two years. Many estates have built cottages on an improved plan with wooden floors raised 2 or more feet off the ground, sides boarded and the roof shingled; several others have also erected wooden houses, but with earthen floors.

I am glad to say that my hands will be considerably strengthened in dealing with the matter in future as the new Superintending Medical Officer, Dr. Crane, has promised me his assistance, and concurs in thinking it would be advisable to establish a standard by which employers should be guided in erecting new cottages. All the remaining old barracks will in this way be gradually swept away.

The Repatriations of Immigrants are stated by Dr. Comins to have been 37-19 per cent. since the commencement of immigration; it is well that I should point out that the number, which was high when immigration was first started, has declined considerably since, and for the ten years from 1880 to 1889 inclusive averaged 2-18 per cent. per annum of the East Indian population.

The proportion of repatriations in British Guiana was, for five years:—

1886	1887	1888	1889	1890	1887
.	.	.	.	.	of the total East Indian
.	.	.	.	.	population which is
.	.	.	.	.	more than eight times
.	.	.	.	.	as large as that of
.	.	.	.	.	Jamaica.

Moreover, returning to India has been somewhat discouraged in British Guiana, by requiring the coolies to pay for the warm clothing needed for the passage, and by making efforts to settle them permanently on the land. Immigration into British Guiana has also been regular, whereas here it has been spasmodic.

Wages.—Under the head of *Blue Castle State Pay Books* on page 4 of his diary Dr. Comins made some remarks representing the wages being below what they should have been. At that time the coolies were inexperienced at the use of their implements. The *Blue Castle* allotments consist of—

1st Allotment—

6 Male adults, 2 female adults, Ahir.

1	"	1	"	Nonia.
1	"	"	"	Kori.
3	"	3	"	Chamar.
2	"	1	"	Kahar.
1	"	"	"	Murad.
1	"	"	"	Chattri.
1	"	"	"	Gondli.
1	"	"	"	Barhai.
1	"	"	"	Shekh.

1 male and 1 female of this number under sixteen years of age. The Barhai is not employed as a carpenter.

18 8

2nd Allotment—

1 Male adult, 1 female adult, Pathan.

1	"	"	"	Ahir.
1	"	"	"	Kori.
2	"	3	"	Chamar.
5		4		

I am sorry to say that the estate has unfortunately a rather large proportion of inferior workers, and the wages are generally not so good as on many other estates. For the half-year from 1st January to 30th June 1893—

Eighteen men worked 2,127 days out of a possible total of 28,008 and were paid £110 9s. 3d., equals 1s. 0-46d. per day.

hospitals is a retrograde step, and his strictures and recommendation open up the whole question of the medical and hospital treatment of coolies in Jamaica. Although the remarks from the words "and the sick coolies" in the 5th line to the end of the paragraph are placed under the head of "information furnished by the Immigration Department" (pages 17-19) and between particulars supplied by me, they do not represent my opinion and were not written by me. I therefore take the opportunity of recording my views now. Estates' hospitals were gradually abolished, and Joint or Union Hospitals established after the re-organisation of the immigration system in 1869. The improvement in the health of the immigrants commenced with this change. To revert to the old system would be the means of at once increasing the mortality. The reason that Estates' hospitals are impracticable in this country is that the estates are situated some distance apart as a rule, and the number of immigrants employed on each comparatively few because employers only indent for a sufficient number of coolies to supplement the native labour-supply where that is deficient. Allotments of coolies are generally made in batches of 20 to 30 and hardly ever more than 50. The average daily number of sick on each estate would not be more than from 1 to 5. Under the old system, there were no hospitals constructed which would be now regarded as satisfactory, temporary constructions or old buildings erected for a different purpose being utilised, no dispensers were employed, and the Medical Officers visited once a fortnight. Patients refused to remain in the hospitals and would not submit to dietic regimen.

An estate's hospital to be properly kept up would require a staff of at least—

One dispenser	salary £60 a year or more.
One nurse	£16 to £20.
One cook and house-cleaner	£13 to £15.

Properly constructed hospital buildings could not, moreover, be constructed for less than £250. Further, a Medical Officer would have to visit the hospitals once in every 24 or at most 48 hours, and this would involve the appointment of at least 10 additional Medical Officers, whose time would be principally occupied in travelling from estate to estate. The expense would make East Indian immigration prohibitory.

The present system operates in this way: no sick coolie is allowed to be kept on any estate unless the case is one of accident or sudden severe illness, the patient being sent away to the public General Hospital on the day on which he falls ill. When he arrives in hospital he is provided with proper hospital treatment in a Government institution with a trained staff of dispensers and nurses, and medical attendance every 24 hours or oftener if his case requires it. The fact that he is moved off the estate where he fell ill appears to me to be an additional advantage, calculated to accelerate recovery, as change of air is added to more efficient nursing and closer medical attendance than can under any circumstances be obtained on the estate. If the case is of so severe a nature as to prevent the patient being removed to the hospital, it is the duty of the employer to send for the Medical Officer who must then treat it on the estate. It seems to me that we cannot revert to the old system, and any improvement on the present practice must be in the direction of the establishment of more General Hospitals. The law requiring the Medical Officers to visit the estates once a fortnight was relaxed, because the visits were of no practical value, there being no sick treated on the estates except such special cases as I have mentioned above when the Medical Officer has to be specially summoned, and fortnight after fortnight these officers visited only to be told that all the sick were already in hospital. Of course if it is considered advisable to revert to the fortnightly visits, the only action necessary would be for the Superintending Medical Officer to issue a circular order to that effect.

Sections 71-73.—The coolies as a rule apply to be taken off rations at the end of three months, and the Protector has the power to order that they shall be rationed at any time afterwards that they are from any cause unable to earn sufficient wages, and have to be fed at the expense of the estate. Children unable to work have their rations continued to them, and women are rationed for some weeks before and after parturition at the expense of the estate. No deduction is allowed from subsequent earnings on account of any rations so supplied.

Section 85.—No case of accident incapacitating a coolie from work has occurred, but when immigrants have been released from indenture under section 38, they have either been received into a Government institution and maintained free of cost, or been granted an allowance weekly out of the Depot of Vote.

Law 20 of 1891, page 28 and recommendation 1, page 27.—Surgeon-Major Comins' objection to this law cuts at the root of all the financial arrangements on which immigration into this Colony has been resumed, and if this objection is sustained, immigration would require to be discontinued at once, otherwise the fund will not have sufficient means to meet its liability for return passages of immigrants introduced since the new law came into operation. I mean of course, if no other satisfactory method of raising revenue for the purpose is found.

The state of affairs in Jamaica is this: the Parishes of St. Mary, Portland and St. Thomas on the north-east and east, Westmoreland on the south-west, and portions of Clarendon and St. Catherine are short of native labourers, while the remaining Parishes have more or less a fairly abundant supply to meet the local requirements. Let me state the case in a different manner to show the reason there is a scarcity in some places and abundance of labour in others. Where individual industrial enterprises are on a small scale or where grazing is the principal industry, sufficient supply of labour can generally be obtained from the neighbouring settlements; where the plantations are on a large scale, or where several small ones are clustered together in juxtaposition native labour is scarce. In Trelawney, for instance, where the sugar estates each make comparatively small crops and are widely scattered over the parish, no large number of labourers require to be concentrated on one spot, and the required number can be drawn from adjacent settlements, and in Manchester, St. Ann and St. Elizabeth where the principal number of the large properties are grazing farms requiring but few hands, labour difficulties are little felt. This state of affairs makes it difficult to devise a means satisfactory to all parties for raising revenue for immigration purposes. The system before 1891 was to collect an export duty on sugar and rum. Under the new conditions, however, since many immigrants, both indentured and unindentured are employed on banana plantations, it was considered unfair to tax the sugar industry exclusively for a benefit in which other industries shared equally, and my proposal to tax land in cultivation over 50 acres in extent was not approved by the Select Committee, on the ground that no benefit would accrue to the planters in some of the parishes (such as Trelawney, St. Ann, etc.), who would have to pay the tax, as they did not require coolies and should not therefore be called upon to contribute. The present system was then proposed by one of the Committee, with the object of compelling the employers of coolies during the second five years of their residence in the Island to contribute something towards the cost of immigration, there being many persons who do not employ indentured coolies and who contribute nothing towards the introduction or repatriation of immigrants, but nevertheless employ those whose indentures have expired on other properties. This plan is quite fair in so far as the rights of employers of labour are concerned, but as I pointed out in my letter No. 34-40, dated 12th April 1891 (paragraph 5), submitting detailed calculations, it is doubtful whether the coolies will consent to enter into annual contracts. Again, in my Minute in reporting on the Select Committee's estimates, I wrote:—

"The Committee estimated that one-half the number will re-engage, thus leaving a large margin for possible contingencies. It is impossible to be certain on the point, as the experiment has never before been tried; but it is certain that, judging from past experience, more than half will be available for re-engagement, and if the law is rigidly applied, the receipts from the proposed tax should yield more than the estimate. There will at first be, in all probability, difficulty in following up the second-term coolies, but the penalty for not paying the tax (£50) is so severe that few people would attempt to evade it. I would have much preferred some other form of taxation, but I am bound to admit that, so far as I am able to judge now, the estimate of the Committee is sound."

Dr. Comins thinks the application of this principle will impose hardship on the coolie, as it will limit his freedom of choosing employment during his second five years of residence. He has, however, not distinguished between the proposals made by the Select Committee, and those adopted by the Government and passed into law. The proposals to insist on annual contracts, to increase the import duties, to tax shop-keepers, etc., were rejected, and only the proposal that the employer shall pay 1s. a week or £2-10-0 per annum for each coolie employed was adopted. Coolies will be entirely unhampered if they elect to purchase land and settle on it, to open shops, or to work otherwise than for hire in any way they choose. It is only when they enter into the service of an employer that the new law can affect them at all, and, even in this particular, it is not the intention of the law that they shall be affected; its object being only to compel those employers who profit by their labour to contribute something towards the expense of their introduction and repatriation. How the measures enacted to carry out this object will work out

the several estates, as the Officers of the Immigration Department were so fully occupied with work which could not be delayed that it was impossible to devote that time to furnishing him with information and explanations, which the importance of his mission demanded.

It is further unfortunate that he had only eleven days at his disposal (from which two Sundays have to be deducted) for studying the condition of the immigrants, and that the weather at the time was so wet as to make travelling difficult and unpleasant, and to prejudicially affect the earnings of the coolies. Apart from this, on account of there having been no acclimatized coolies in the Island under indenture, but only raw hands recently imported, who were unaccustomed to the work expected of them, the small section of the immigrant population which the time at his disposal enabled him to inspect were seen under the most disadvantageous circumstances.

2. With reference to his recommendations (page 27), I will first deal with those Recommendations which were which have been already carried out in order to concentrate the points requiring attention.

Law 23 of 1879, Section 48.—The words "according to the national custom," etc., were repealed by Law 1 of 1881 (clause 8).

Section 62.—The words "unable to work," etc., were repealed by Law 3 of 1883, section 2.

Section 80.—*Inspection of food and water.*—Rule 62(1), "Rules and Regulations of Immigration Department" requires the Protector or Inspector, Surgeon Superintendent and a Medical Officer to inspect stores (including food and water).

Section 95, clause 23.—There is no such clause except that added by Law 1 of 1881 (12) 23, to which reference is apparently not intended. "23" is probably a misprint for 21. Law 1 of 1881, clause 11, has already corrected this by inserting the word "indentured".

Recommendations involving an amendment of the laws. 3. I next proceed to deal with the other clauses of the laws in respect of which recommendations have been made.

Law 23 of 1879, Section 3.—Section 49 is the clause regulating labour, and it is considered that 16 is the earliest period at which an immigrant can be expected to perform adult's work. At the same time, in the interpretation clause (3) an immigrant is classed as an adult in order that he may be entitled to all the privileges of an adult—such as full diet, etc. I think the law as it stands is humane, and does not need alteration. As regards classification on boardship, the practice has grown up in the Crown Agents' Office of signing Charter-Parties in which boys and girls of ten years and upwards are counted as adults and all under that age, including infants under one year of age, as non-adults. Over this classification we have no control and have not, so far as I am aware, been informed of the reason for it. Probably if it were altered there would be no material difference, as the rate of Charter would be increased by the owners of immigrant ships; but if the classification on boardships could be regulated in accordance with our law, without our having to pay higher passage money all round, the Immigration Fund would of course be the gainer.

Section 40.—If my interpretation of it is correct, this section does not apply to British subjects but to persons such as the Chinese, who came to this Colony as immigrants, and who have under this provision become entitled to the privileges of British subjects. Assuming my view to be correct it would seem best to retain the section.

Section 47.—In the 3rd section (Definitions) the word "adult" means an indentured immigrant of or above the age "of 12 years" therefore no alteration seems necessary.

Section 49.—Surgeon-Major Comins recommends that when performing day labour the coolie should only be required to do 7½ hours' work instead of 9. This is an alteration which, if made, should, I think, only apply to coolies to be introduced after the change has been made. Employers who have applied for coolies under the present law would think it hard to be deprived of 1½ hour labour daily. Besides 9 hours is the general custom in this Colony for natives and East Indians, and it would be difficult to introduce a new custom now. As a matter of fact, after the first few months on day labour coolies usually request to be put on task work and they then contrive to get through their tasks in much less than 9 hours as a rule. They frequently do 1½ or 2 tasks in 9 hours, but if they elect to go home after completing one task, they are allowed to do so. The terms of engagement in the different colonies are:—

Trinidad.—During reaping of crops 6 days of 9 hours each, out of crop 5 days of 9 hours each, less half an hour for rest and refreshment.

St. Lucia.—Six days of 9 hours each.

Natal.—Six days of 9 hours each.

Fiji.—Six days of 9 hours each.

One day of 5 hours Saturday

Demerara and Surinam.—Six days of 7 hours in the fields, or 10 hours in the factory buildings.

It will be observed that in Demerara and Surinam less time is required from the coolie in the fields, and more in the buildings than in the other Colonies. But if we compare the field work in Demerara with the field work in Jamaica, it will be seen at once that the difference in working hours is a necessary consequence of the different conditions of the soil and the manner of working it in the two Colonies. In Jamaica cultivation is carried on on the same lines as in England; the land is broken up by ploughs drawn by oxen, the crop (sugarcane or banana) planted, and afterwards weeding by hoe resorted to as the weeds spring up. Sometimes the soil is again loosened by the fork to prevent packing after heavy rain, but in banana fields and on some sugar estates the soil is frequently kept loose by the repeated use of the plough between the rows. In Demerara cultivation is carried on on the principle necessary in Holland. The land is so low-lying that deep trenches have to be cut to carry off the water. The land is then broken up by manual labour, the drains being too close together to admit of the use of oxen. I am not aware if there are any exceptions to this rule, but I am under the impression that there are none, as I believe one or two estates made trials of ploughs but did not succeed. The labour of breaking up unploughed land is much more arduous than that of grubbing weeds with a hoe on land already broken up, especially on banana estates, where the labourer is generally sheltered from the sun. In the buildings the Jamaica coolies have the advantage over those in Demerara in point of hours of labour, and if the working hours in the field are altered here, the hours in the buildings would have to be lengthened to correspond with the Demerara system. It is quite clear that the coolies would object to this.

The hours of labour here approximate to those of Trinidad, Natal, Fiji, and St. Lucia, and, for reasons I have given, I think it would be very undesirable to alter them. It is best to "leave well alone." The only amendment which seems to me feasible would be to make Saturday a half-holiday when reaping is not going on, but as this is almost the universal custom already, it seems hardly necessary to legislate specially on the subject.

Section 48.—Although the coolie can be called on to work on Saturdays, the custom is for him to work only half the day (some estates do not require him to work on Saturdays at all), and he cannot be compelled to make up any time he may have been absent during his term of indenture, except under the conditions mentioned in Law 20 of 1891, section 19, and every claim has to be enquired into by the Protector or Inspector before it can be allowed. In no single instance has a claim been made since the Law was passed.

Section 53.—Some limitation is necessary to our liabilities for back passage. Supposing, for the sake of argument, that immigration were discontinued now, we might have claims made on the Government of Jamaica fifty years hence for back passages, as not only immigrants but their children are entitled to free passages, and there would in that case be no ship to send the claimants back in except the mail steamers via England, but no funds to meet the claims, as all sources of immigration revenue would, as a matter of course, be abolished. The section requires the claim to be made within twelve months, but there is nothing in the law to prohibit the present custom, which is that the coolie on substantiating his claim elects whether he will go at once or remain in the Island until the next or any other batch of coolies will be ready for shipment. No immigrant has up to the present time ever lost his passage through not claiming it, though in 1886 the Immigration Fund had to provide and pay for passages for 139 coolies who did not present themselves for embarkation in that year, and for whom passages were provided subsequently, whenever claimed. It was to prevent having to pay passage-money twice for one person that the instructions dated 14th February 1885, quoted on page 22, were issued. The practice is to reserve space for those who register their names up to a given date, and, if they do not then present themselves, to fill their places with any other persons who may come forward. I need hardly point out that it was never intended to take advantage of an accident or an unavoidable illness, such as to prevent embarkation in order to deprive a coolie of his passage, even though a loss accrued to the fund.

Section 66.—And the remarks under the heading "14—Medical treatment of Immigrants," page 19, should be read together. Dr. Comins thinks the abolition of Estates'

No. 69 (Public—Emigration), dated India Office, London, the 2nd August 1894.

From—THE RIGHT HON'BLE H. H. FOWLER, *Her Majesty's Secretary of State for India,*

To—The Government of India.

WITH reference to the Despatch from the Government of India, No. 60, dated 20th September 1893, in the Revenue and Agricultural Department (Emigration), I forward here with a copy of a letter from the Colonial Office, transmitting a copy of a despatch from the Governor of Jamaica, enclosing a memorandum by the Protector of Immigrants in the Colony, on Dr. Comins' Note on Emigration from the East Indies to Jamaica; and also a copy of a despatch on the subject which the Marquess of Ripon has addressed to the Officer Administering the Government.

20th July 1894.
23rd December 1893.

18th December 1893.
12th July 1894.

Dated Colonial Office, London, the 20th July 1894.

From—EDWARD WINGFIELD, Esq., *Under-Secretary of State for the Colonies,*
To—The Under-Secretary of State for India.

WITH reference to your letter (J. & P. 1957) of the 26th of October last, transmitting copies of a despatch from the Government of India, containing observations on the report by Surgeon-Major Comins on Emigration from the East Indies to Jamaica, I am directed by the Marquess of Ripon to transmit to you, for communication to the Indian Government, a copy of a despatch from the Governor of Jamaica, enclosing a memorandum by the Protector of Immigrants in the Colony on Dr. Comins' Note, and a copy of a despatch which His Lordship has addressed to the Officer Administering the Government on the subject.

No. 434, 23rd December 1893.

"Emigration" 12th July.

No. 434, dated Jamaica, the 23rd December 1893.

From—HIS EXCELLENCY SIR HENRY BLAKE, K.C.M.G., *Governor of Jamaica,*
To—THE MOST HON'BLE THE MARQUESS OF RIPON, K.G., ETC., ETC.

I HAVE the honour to acknowledge the receipt of Your Lordship's Despatch (Emigration), dated the 10th October last, forwarding copies of reports by Surgeon-Major Comins, relating to Emigration from India to the West India Colonies, and I transmit here with a copy of a memorandum by the Protector of Immigrants for this Colony on the report, which I trust may be of use in connection with the observations which Your Lordship has stated your intention to make on Dr. Comins' recommendation.

2. As regards the provisions of Sections 11, 12, and 13 of Law 20 of 1891 which it is feared may have the effect of seriously contracting the field of employment for the less able-bodied immigrants, I have the honour to observe that there does not appear to me to be much ground for apprehension on this point, seeing that labour is scarce in many parts of the Island, and that the usual mode of employment is by task and not by weekly wage, but as the Protector points out, the experiment is a new one and its working will be carefully watched.

Note on Emigration from the East Indies to Jamaica, by Surgeon-Major D. W. D. Comins.

Remarks on the above by the Protector of Immigrants, Jamaica.

It is unfortunate that Surgeon-Major Comins' visit to this Colony occurred just at the time that the Steamship *Belgravia* had discharged her coolies, who were being allotted to