

Public (1897) Department.

ORDINARY PRINTED.

G.O., Nos. 919-920

DATED 12th Feb 97.

[Despatch Abstract.]

Free Emigration.

Passing orders on letter from the Collector of Ganjam suggesting the
possibility of prohibiting the — system which has replaced the
licensed recruiting of coolies from the above district to Bengal and Assam.

Letter No. 920.

Requesting the Govts. of Bengal and Assam to cause instructions
to be issued to their officers which will ensure a watch being kept
on free emigrants arriving from Ganjam and safeguard their interests.

BACK PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

FURTHER PAPERS.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
Cno	2879/97						

Government {1897} of Madras. PUBLIC.

Recd.

Enclosures

Regd.

1897.

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G.O., No. 919, 12th July 1897.

JULY.

Emigration.

Passing orders on letter from the Collector of Ganjam suggesting the desirability of prohibiting the free emigration system which has replaced the licensed recruiting of coolies from the above district to Bengal and Assam.

GOVERNMENT OF MADRAS.

PUBLIC DEPARTMENT.

READ—again the following paper:—

G.O., Nos. 1018, 1019, Public, dated 16th December 1895.

ABSTRACT.—Ordering the publication in the Fort St. George and Ganjam District Gazettes of a notification closing temporarily the land route to emigrants proceeding from Ganjam to Calcutta, and requesting the Government of Bengal to give publicity to the notification.

READ—also the following paper:—

From H. D. TAYLOR, Esq., I.C.S., Acting Collector of Ganjam, to the Chief Secretary to Government, dated Chatrapur, 5th May 1897, Ref. No. 851-Eng.

I have the honour to bring to your notice the desirability of prohibiting free emigration of coolies from this district to Assam.

2. Until quite recently there were a large number of garden sardars working in this district under contractors and local agents licensed under the Assam Emigration Act I of 1882. The cooly depôts were at the port of Gopalpur.

3. In January last one Mr. Kinney came to this district to recruit coolies for Assam on the free emigration system and was, in consequence, under no official supervision whatever and was able to remove his coolies either by land or sea as it suited him without reference to G.O., No. 1018, Public, dated 16th December 1895, which only applied to coolies recruited by persons licensed under the Act.

4. On the outbreak of small-pox and cholera in the district I issued orders under the Act for the careful inspection of the depôts by the medical officer, and insisted on the vaccination of all coolies recruited (*vide* rule 28). There was considerable friction between the medical inspector and the various contractors and agents, but as a general result the depôts were found to be over-crowded and sanitary arrangements defective. Some of the places used as depôts for free emigrants were even worse, old and young of both sexes being indiscriminately mixed up.

5. Largely, in consequence of the instructions issued by me to provide for the better accommodation of the coolies awaiting shipment and for the improvement of their sanitary surroundings, and partly also, I believe, to the fact that the licensed recruiters found that the free emigration agents were at liberty to do as they pleased in the matter of such arrangements, they have now one and all resigned their posts under the Act and handed in their licenses, and have taken to recruitment on the free emigration system.

6. They are now at liberty to remove their recruits by rail or sea, and are quite free from any sanitary restrictions unless the provisions of the Towns Nuisance Act happen to be infringed.

7. So far as the recruiters are concerned, they are not likely to lose. Owing to the removal of all restrictions they are enabled to get a large number of coolies who would not otherwise have been passed by the medical officer and so earn large extra capitation fees. I believe that these agents receive Rs. 20 for each cooly delivered at the gardens, or in Calcutta, while Savara coolies are especially valuable as being able to withstand the malaria of Assam. Theoretically, coolies recruited under the free

agency system are at liberty to leave their gardens and return home as they please, but practically it is impossible for them even to return home, and they are as much bound to stay, as if they were bound by contract to do so. There are very few cases in which coolies ever return from Assam.

Coolies recruited for Assam generally go in families the younger members being shipped as dependants: and here again there is a great opening for abuses to exist; for a girl who may be refused by the medical officer as under age for a cooly, can be shipped off as a dependant with the rest of her family, yet there can be no doubt that on arrival she will be set to work.

In the case of free emigrants to Burma it is different. There are generally men, who leave their families behind, probably because they have to pay the steamer fare for themselves. They come and go on with the season and remit large sums to their dependants at home. Such remittances do not come from Assam.

8. The District Surgeon is of opinion that emigration to Assam should be temporarily stopped on the ground of the prevalence of cholera and small-pox in this district, but he is inconsistent as he does not wish to do so.

9. For the reasons pointed out by me I think that the question of prohibiting all free emigration to Assam by other than licensed recruiters is worthy of very serious consideration, both on the ground of sanitation at the depôts where they are kept pending shipment, and in the interests of the coolies themselves. Unlicensed emigration is likely to be much more fruitful of abuse than is protected emigration, where at any rate the coolies are brought up for inspection and are given an opportunity of representing any grievances they may have to make as to the mode of their recruitment.

10. I am of opinion that, under section 5 of the Act, Government may take the action proposed by me. At the same time I do not, at a period of distress, wish to obstruct any system that is affording relief to the district by providing an outlet for its surplus population; but it is at the same time necessary that the interests of that surplus population should be safe-guarded and protected by Government.

ORDER—No. 919, Public, dated 12th July 1897.

The Government considers that it will be sufficient to invite the attention of the Governments of Bengal and Assam to the state of affairs reported by the Collector of Ganjam, and to suggest that a watch may be kept on the free emigrants with a view to safe-guarding their interests.

2. The Governments of Bengal and Assam will be addressed.

[Here enter letters Nos. 920 and 920A, Public, dated 12th July 1897.]

(True Extract.)

Chief Secretary.

To the Collector of Ganjam.

Exd. W. D' Moss.

Government {1897} of Madras.
PUBLIC.

Recd.

Regd.

} 1897.

Enclosures

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Letter, No. 920^A, 12th July 1897.

JULY.

Emigration.

Requesting that instructions may be issued to the officers concerned which will ensure a watch being kept on free emigrants arriving from Ganjam and safe-guard their interests.

Public Works (1897) Department.

CURRENT No.

2

No. 920A, PUBLIC, 12TH JULY 1897.

PUBLIC DEPARTMENT.

LETTER—to

THE CHIEF COMMISSIONER OF ASSAM.

SIR,

I am directed to forward a copy of the Proceedings of this Government, of this date, from which it appears that in the Ganjam district licensed recruiting of coolies for Bengal and Assam has been abandoned and the free emigration system adopted in its place. I am to suggest that instructions may be issued to the officers concerned which will ensure a watch being kept on the free emigrants who arrive from Ganjam with a view to safe-guarding their interests.

I have the honour to be,

Sir,

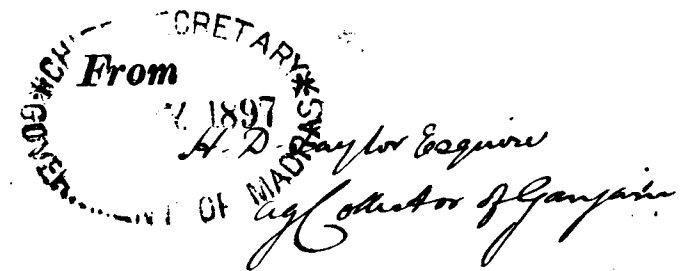
Your most obedient servant,

J. F. PRICE,
Chief Secretary.

OOTACAMUND,
12th July 1897.

Exd. W. D Moss.

Order



RC No. 851/97

Dated 5th May 1897

Received

Enclosures

Spare copies

SUBJECT.

Bringing notice to
desirability of prohibiting
free emigration of coolies
from this district to Assam

W. H. H. H. H.

Set up the orig-
inals of the 10. 12
particularly of the 10. 12
10. 18 of 1895 and sub-
mit with a note to
the U.S.
Cis.
1897

BACK PAPERS.

FURTHER PAPERS.

G.O.	No.	Department.	Date.
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1018/89 Pm 16-12-95
390-91 - 10-6-92
48 8-11-92
44-45 8-11-92
act I of 82

G.O.	No.	Department.	File.
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202

Stat H. E. THE GOVERNOR.

THE HON'BLE MR. BLISS, C.I.E.

THE HON'BLE MR. GROSE, C.I.E.

SUBJECT.

Emigration from Ganjam to Assam.

FOR ORDERS.

If employers in Assam choose to want to free emigration they may save worry (as they may consider it) in free, but they have no hold whatever on the "emigrants" whom they take into their service. At present they can engage them for one year under S. III, while they can engage "labourers" for 4 years. I think they may prefer to their own devices, but, as suggested in the office note, I should inform the Govt of Bengal & Assam of what is going on & ask them to have an eye kept on these "emigrants" who arrive from free. RS

576797

I think the course proposed by the Hon. Sir H. Bliss is the right one.

ASST 17.97

The Collector of Ganjam reports for orders certain changes which have recently taken place in the conditions under which coolies leave that district for Assam. Up to January last the system of contractors, recruiters and garden servants, contemplated in Act I of 1882 was in operation. In that month, however, a certain Mr. Kinney came to Ganjam and took coolies to Assam on the free emigration system - free of all supervision.

Later on the collector found it necessary to insist on the provision, by the licensed recruiters, of better diet accommodation for the coolies and a closer attention to sanitation. As a consequence of the friction which ensued, every one of the licensed recruiters resigned his post under the Act and handed in his license. They are now recruiting free emigrants, and are exempted from all restrictions.

The

The result is, as the Collector points out, that coolies can now go to Assam whom the medical officers appointed under the Act ^{he} could not have passed. The Collector considers that free emigration is a decided evil. The free emigration-depots are described as exceedingly insanitary and over-crowded, the sexes being indiscriminately mixed up. Moreover young girls can now be taken as free emigrants, *nominaly* perhaps as dependents but *really* as coolies.

Under these circumstances the Collector advocates the prohibition of all free emigration to Assam by other than licensed recruiters, both on the ground of sanitation at the depots at which they are kept pending shipment, and also in the interests of the coolies themselves. At the same time he does not wish at this time of distress, to stop any outlet for the labouring classes of Ganjam. He suggests that Govt. can take the necessary steps under sec. 5 of Act I of 1882.

The District Surgeon Ganjam recommends the prohibition of emigration to Assam for the present, on the ground that there are small-pox and cholera in Ganjam; but, as the Collector points out, this would be inconsistent as long as emigration to Burma is not stopped. The latter

emigration

emigration is free, but is not, apparently, open to the same ~~changes~~ ^{changes} as the Collector anticipates in the case of Assam. The coolies who go to Assam are of both sexes; and they rarely return. The coolies who go to Burma are chiefly men, and they generally come back again with their savings; the inference is that they are ~~able~~ ^{able} to look after themselves.

Act I of 1882 distinguishes very ~~carefully~~ ^{carefully} between labourers, who go to the labour districts under ^{written} "labour contracts" and other persons without such contracts, who merely "emigrate", ^{is} who go to the labour districts for the purpose of labouring for hire" (section 3).

"Labourers" are carefully supervised while other emigrants can, under section 7 of the Act, go where and how they choose, unless prohibited under section 5 of the Act. If all emigration to the labour districts is to be stopped a notification under section 5 of the Act issued by the Local Govt. with the previous sanction of the Governor-General Council will be necessary - but for such a notification there are ~~it is~~ ^{no} very strong grounds at present. The Towns Nuisance Act should in some cases be sufficient to enforce some measure of sanitation in the recruiters' depots.

I don't think that there is much use in this as regards depots. It allows of the J. N. Nuisance Act being enforced the depots must be at a magnitude of 25 or within five miles of the 18

As for the coolies themselves, free emigrants when they reach Assam are to a certain extent protected by the Act.

Section 111 deals with contracts made locally between employers and "any natives". Such contracts have to be sent ^{by the employer} to the Inspector of Labourers of the district, who will register the cooly and on his first visit to the estate ^{him} will see ~~the cooly~~. The Inspector has power to cancel the contract. Such contracts may not be for more than 4 years. If ~~the~~ contract at all is made ~~locally~~, the cooly will probably ~~be~~ suffer; but it is submitted that such a state of things is hardly possible, and that the elaborate system in force for the ~~inspe~~ inspection of estates is sufficient protection for even free emigrants.

Under sec. 142(c) free emigrants who are destitute in Assam may be sent back by the Inspector or Magistrate.

On the other hand it is undoubtedly more satisfactory for all parties if the supply of coolies is carried out by licensed recruiters, under supervision. Under these circumstances it is submitted that it would perhaps be sufficient to call the attention of the General and Assam authorities to this present move on the part of the recruiters, with an intimation that if they persist Government will have to consider the advisability under section 5 of the Act of prohibiting all emigrants to the labour districts. This communicated

1 year; the other (labourers) contract is for 4 years

967 registered coolies
emigrated in 1895-96
No. 60. no 342-43 Pub
d. 18-8-97 B.
(2817-13)

to the planters and contractors will it is submitted bring about a revival of the old systems. At any rate it seems worth while to make the experiment before cutting off altogether this resource for Ganjam coolies. The Collector recommends the prohibition of all emigration which is not carried on under the Act but it is submitted that sec. 5 does not authorise this: that section allows the Local Govt. to prohibit "all natives of India or any specified class of such natives from emigrating": it does not, apparently permit the prohibition of free emigration alone, unless indeed the words "class of native" can be strained so as to cover "natives under contract".

The Collector points out that under the free emigration system emigrants are not bound by the regulations which were made in 1895-96, d. 14-10-95, prohibiting the carrying of the land route to the coast. He has no power to prevent emigration for free emigrants. Sec 142(c) of the Act permits local Govt. to prohibit natives for labour and the regulations which laid down that "Emigrants shall not travel by the land route" is strictly speaking applicable

xx. I am to suggest
date, and to request that (with the per-
mission of His Honour the Lt.
Governor) instructions may be issued to
the officers concerned ~~that a watch~~ *which will ensure*
~~being~~ *this free*
watch may be kept on these emigrants
who arrive from Ganjam with a view to
safe-guarding their interests. 18/7/97

2. I am also to request that due in-
formation may be given to the several plant-
ers and contractors that, if free emigra-
tion is persisted in, His Excellency the
Governor in Council will find himself
constrained to consider the advisability
of prohibiting under section of the Act I of
Emigration from Ganjam
~~all emigrati~~ emigrants to the labour
districts.

to be omitted in the letter
to the C.C. of Assam.

xx
from which it appears that,
as the Ganjam district licensed
Bajel
navigation of coles for Assam
has been abandoned &
the free emigration system
adopted in its place.

at copy sent to Press.

urned for signature.

Despatched in print.

READ AGAIN G.O. No.
189.

DATED

CURRENT No.

ENCLOSURES TO G. No.

ORDER OF GOVERNMENT

LETTER OF GOVERNMENT.

STATEMENT WITH DITTO.

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IN ORIGINAL.

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Letter only. 10
Order complete with Letter. 15

AK. I understand that
29/5/97. Think that Section
5 of the Act will provide
for what the Col. wishes - i.e.
"stopping" the immigration whilst
restoring the status quo ante.
The relief which the district would
get by the immigration of a few
hundred of the population would
be from the adverse point of view
a huge triple & not worthy of serious
consideration.
It is submitted that the only way
to bring the Mr. Kinney and the
members who have thrown up their
hands is to take steps to prohibit the
time as they may be content to return

I am directed to forward a copy
of the proceedings of this Govt. of the day

AK.
8/7/97