

# **Annual report on the social and economic progress of the people of the Straits Settlements.**

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No. 1655

Annual Report on the Social and Economic  
Progress of the People of the

**STRAITS SETTLEMENTS,  
1932**

*(For Report for 1930 see No. 1537 (Price 4s. od.) and for  
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# ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE STRAITS SETTLEMENTS

## CHAPTER I

### A.—GEOGRAPHY

The Straits Settlements comprise the four Settlements of Singapore (including Christmas Island and the Cocos-Keeling group), Penang (including Province Wellesley and the Dindings), Malacca and Labuan. The first three were transferred from the control of the Indian Government to that of the Secretary of State for the Colonies on the 1st April, 1867, by an Order in Council, issued under the authority of an Act of the Imperial Parliament.

*Singapore* is an island about 27 miles long by 14 wide, containing an area of 217 square miles. It is separated from the southern extremity of the Malay Peninsula by a narrow strait about three-quarters of a mile in width, across which a causeway for road and railway has now been built. There are a number of small islands adjacent to Singapore and forming part of the Settlement.

The seat of Government is the town of Singapore, at the southern point of the island.

*Christmas Island* is situated in the Indian Ocean about 190 miles South of the western extremity of Java. The island, which is densely wooded, has an area of about 62 square miles, and contains extensive deposits of phosphate of lime.

*The Cocos or Keeling Islands* lie about 700 miles south-west of Batavia. The largest is 5 miles by  $\frac{1}{4}$  mile. There are large coconut plantations, and copra, oil, and nuts are exported.

*Penang* is an island about 15 miles long and 9 broad, containing an area of 108 square miles. It is situated off the west coast of the Malay Peninsula, at the northern extremity of the Straits of Malacca. The chief town is George Town.

On the opposite shore of the mainland, from which the island is separated by a strait from 2 to 10 miles broad, is *Province Wellesley*, a strip of territory averaging 8 miles in width, and extending 45 miles along the coast, the whole containing an area of 280 square miles. Headquarters are at Butterworth.

The *Dindings*, area about 183 square miles, include the island of Pangkor and a strip of territory opposite on the mainland, about 80 miles from Penang. Lumut, the headquarters on the mainland, possesses a harbour with deep anchorage.

*Malacca* is situated on the western coast of the Peninsula about 110 miles from Singapore and 240 from Penang, and consists of a strip of territory about 42 miles in length, and from 8 to 25 miles in breadth. A recent revisionary survey shows that the total area is about 637 square miles.



*Labuan* is an island, some 40 square miles in area, lying six miles off the north-west coast of Borneo, and distant about 725 miles from Singapore. It has a fine port, Victoria Harbour, safe and easy of access. Headquarters are at the town of Victoria.

### B.—HISTORY

Malacca said to have been founded by fugitives from the sack of Singapore in 1365, and known as an important independent state from early in the fifteenth century, is one of the oldest European Settlements in the East, having been captured by the Portuguese under Albuquerque in 1511, and held by them till 1641, when the Dutch, after frequent attempts, succeeded in driving them out. The Settlement remained in the possession of the Dutch till 1795, when it was occupied by the British. In 1818 it was restored to Holland, but was finally transferred to British rule by the Treaty of London in 1824, being exchanged for the British Settlements in Sumatra.

Under Malay and Portuguese rule Malacca was one of the grand entrepôts for the commerce of the East. But, when the Dutch pushed their commercial operations in Java and the Malay Archipelago, its importance gradually declined and it ceased to be of consequence as a collecting centre, except for the trade of the Malay Peninsula and the Island of Sumatra. This trade it retained under Dutch rule till the founding of Penang by Francis Light in 1786. In a few years from that date its trade almost ceased, and it became, what it has ever since been, a place of no great commercial importance, but possessing considerable agricultural resources.

The earliest British Settlement in the Malay Peninsula was Penang, or Prince of Wales' Island, which was ceded in 1786 to the East India Company by the Raja of Kedah in consideration for an annual payment of \$6,000. In 1800, owing to the prevalence of piracy, a strip of the coast of the mainland, now called Province Wellesley, was also acquired from the Raja of Kedah, the annual payment being increased to \$10,000.

The island of Pangkor and the Sembilan Islands were ceded to Great Britain by Perak in 1826, for the suppression of piracy. In 1874 the cession was confirmed by the Treaty of Pangkor, by which the strip of territory on the mainland opposite, known as the Dindings, also became British.

In 1805 Penang was made a separate Presidency, of equal rank with Madras and Bombay. In 1826 Singapore and Malacca were incorporated with it under one Government, Penang still remaining the seat of Government. In 1836 the seat of Government was transferred to Singapore.

With the establishment of Penang the trade of Malacca passed to it. But no sooner was Singapore founded than Penang in its turn had to yield the first place to that more central port, and came to depend chiefly on the local trade. At first inconsiderable, that trade has become large and important owing partly to the development of tin-mining and rubber planting in the adjacent Malay States, partly to the development of trade with neighbouring countries, but mainly to its key position on the main ocean highway to the Far East.



The original city of Singapore is said to have been founded by immigrants from Sumatra. It rose to prominence in the fourteenth century but was destroyed by the Javanese about 1365. Thenceforth it was little more than a fishing village until Sir Stamford Raffles founded a Settlement on it in 1819 by virtue of a treaty with the Johore princes, and later acquired a title for the whole island. The new Settlement was at first subordinate to Bencoolen in Sumatra, but in 1823, it was placed under the Government of Bengal; in 1826 it was, as above stated, united with Penang and Malacca, under the Governor and Council of the Incorporated Settlements.

The Cocos or Keeling Islands were declared a British possession in 1857. In 1903, they were annexed to the Straits Settlements and incorporated with the Settlement of Singapore.

Christmas Island was annexed in 1888, and placed under the administration of the Governor of the Straits Settlements. In 1900 it was made part of the Settlement of Singapore.

Labuan was ceded to Great Britain by the Sultan of Brunei in 1846. It was governed as a separate Crown Colony until the end of 1889 after which the administration was transferred to the British North Borneo Company. At the end of 1905 the Governor of the Straits Settlements was appointed also Governor of Labuan, the island still remaining a separate Colony. In 1907 it was annexed to the Straits Settlements and declared part of the Settlement of Singapore; and in 1912 it was constituted a separate Settlement.

### C.—CLIMATE

The characteristic features of the climate of the Straits Settlements are uniform temperature, high humidity and copious rainfall. The variation of temperature throughout the year is very small and the excessively high temperatures found in continental tropical areas are never experienced. Four seasons can be distinguished, namely, the South-West Monsoon from May to August, the North-East Monsoon from November to March, and two shorter seasons separating the end of each of these from the beginning of the other.

The winds of the South-West Monsoon, as experienced in the Straits Settlements, are very light and are frequently almost completely lost in stronger local circulations such as the regular land and sea breezes. There are indications that the movement dies out altogether south of Malacca and in Singapore the prevailing direction is probably South-East at this time of the year. The North-East Monsoon is a much stronger and steadier wind than the South-West Monsoon in the Straits Settlements. Between April and November, more particularly in Malacca and Singapore, short-lived, but violent squalls, known as "Sumatras" are liable to occur. A gust with a speed of 64 miles per hour has been experienced in one of these squalls.

While there is a well-defined seasonal variation in rainfall, there is no dry or wet season in the sense that such seasons are understood in typical monsoonal regions. Moreover, the variation is not the same everywhere. In Singapore, the average rainfall is 95 inches, with 183 rain days in the year. The wettest month is December



with 11 inches and May the driest with 7 inches. Malacca has an average yearly rainfall of 84 inches, August being the wettest month with 11 inches and January the driest with 3 inches. Penang, again, has its maximum rainfall in October, 17 inches, and its minimum in February, 3 inches. The average yearly rainfall here is 108 inches with 195 rain days.

Penang has the hottest days, but on the other hand enjoys rather cooler nights than other parts of the Colony. The highest temperature during the year was 95°F while the lowest was 68°F, both at Penang. Malacca has the coolest days. Although the days are frequently hot, and, on account of the high humidity somewhat oppressive, the nights are almost always reasonably cool, and it rarely happens that refreshing sleep is not obtained. The effect of the heat and humidity, without seasonal change, is, however, cumulative; and after a few years a change to a bracing climate becomes imperative for Europeans if health is to be maintained.

## CHAPTER II

### Government

The Government consists of a Governor aided by an Executive Council and a Legislative Council.

The Governor is appointed by Commission under the Royal Sign Manual and Signet, during His Majesty's pleasure. His office is constituted and his powers defined by the Letters Patent dated the 17th February, 1911, as amended by the Letters Patent dated the 18th August, 1924.

The Executive Council consists of the Governor as President, the General Officer Commanding the Troops, Malaya, the Colonial Secretary, the Resident Councillor, Penang, the Attorney-General, the Treasurer, the Resident Councillor, Malacca, two Official Members and three Unofficial Members. It is constituted, and its members are appointed under the Royal Instructions dated the 18th August, 1924, as amended by Additional Instructions dated the 23rd February, 1931. The appointments of Official and Unofficial Members are nominative, and are subject to the approval or disallowance of HIS MAJESTY THE KING.

The Legislative Council is constituted by Letters Patent and Royal Instructions, and its procedure is governed by the Standing Orders made by the Council. Under Royal Instructions dated the 18th August, 1924, its constitution was enlarged and for the first time contained an elective element, provision being made for the election of two members by the Chambers of Commerce, Singapore and Penang, respectively. The Council is now composed of the Governor as President, eleven *ex-officio* Members, two Official Members, two elected Unofficial Members and eleven Nominated Unofficial Members. The appointments of the Nominated Unofficial Members are subject to the confirmation or disallowance of HIS MAJESTY THE KING.

The system of Government is similar to that obtaining in all Crown Colonies. Legislation may be effected by Acts of the Imperial Parliament, Orders of the King in Council, and Ordinances of the Legislative Council. The Governor convokes and prorogues the



Councils, initiates legislation, and assents to or vetoes Bills, or reserves them for the Royal pleasure. The King has the right of veto on the Ordinances of the Colony.

For practical purposes the administration of ordinary affairs, subject to the direction of the Governor in matters requiring submission to him, is carried on in Singapore by the Colonial Secretary, in Penang and Malacca by the Resident Councillors assisted by their District Officers, and in Labuan by the Resident. The administration of the Towns of Singapore, Penang, and Malacca, is vested in the Municipalities whose members are appointed by the Governor. Similar bodies, known as Rural Boards, administer the Rural areas within the three Settlements.

The Municipalities and Rural Boards are constituted under Ordinance No. 135 (Municipal) which also prescribes their duties and defines their powers. By its provisions, the essential and ultimate control remains vested in the Governor in Council.

There has been no change in the system of Government of the Colony since its severance from India in 1867.

## CHAPTER III

### Population

#### A.—VITAL STATISTICS

In estimating the mean population of the Straits Settlements for the year 1932 the method of calculating by geometrical progression has been discarded in favour of a calculation based on the figures obtained in the census of 1931, the excess of births over deaths and the excess of emigration over immigration figures since the census.

This change has been rendered necessary for the reason that since the date of the last census, and even before that date, there has been a general exodus of immigrant labourers, chiefly Chinese, Tamils and Javanese, and since these immigrants form such a large proportion of the total population, the excess of the figures for emigration over those for immigration has become the dominant factor.

The distribution of the population by race amongst the various Settlements as on 30th June, 1932, is estimated, as follows:—

|               | <i>Singapore</i> | <i>Penang</i> | <i>Malacca</i> | <i>Labuan</i> | <i>Total</i>    |
|---------------|------------------|---------------|----------------|---------------|-----------------|
| Europeans ..  | 7,718            | 1,473         | 309            | 22            | 9,522           |
| Eurasians ..  | 7,099            | 2,370         | 2,041          | 36            | 11,546          |
| Malaysians .. | 74,381           | 120,122       | 96,953         | 5,009         | 296,465         |
| Chinese ..    | 403,461          | 166,294       | 61,548         | 2,133         | 633,436         |
| Indians ..    | 45,082           | 49,191        | 19,699         | 139           | 114,111         |
| Others ..     | 8,247            | 2,538         | 637            | 62            | 11,484          |
|               | <hr/> 545,988    | <hr/> 341,988 | <hr/> 181,187  | <hr/> 7,401   | <hr/> 1,076,564 |

A striking feature of the above figures is the very large number of the Chinese, who greatly outnumber the total of all the other races together.



In the last fifty years the position as regards population has changed so fundamentally that it is thought worth while to produce here the following figures for each census from 1881 to 1931:—

COMPARATIVE FIGURES FOR CHINESE AND MALAY POPULATION

| <i>Year of Census</i> |    | <i>Chinese</i> | <i>Malays</i> | <i>Total Population</i> |
|-----------------------|----|----------------|---------------|-------------------------|
| 1881                  | .. | 174,327        | 194,469       | 423,384                 |
| 1891                  | .. | 227,989        | 213,073       | 512,342                 |
| 1901                  | .. | 281,933        | 215,058       | 572,249                 |
| 1911                  | .. | 369,843        | 240,206       | 714,069                 |
| 1921                  | .. | 498,547        | 255,353       | 883,769                 |
| 1931                  | .. | 663,518        | 285,316       | 1,114,015               |

In 1881 therefore the Malays numbered 194,000 in round figures, and they exceeded the Chinese by 20,000. In 1931 the Malays had increased to 285,000, but the Chinese had increased to 663,000; and in these fifty years a Malay excess of 20,000 had been converted into a Chinese excess of 378,000.

It is questionable whether such a preponderance of any foreign race which is largely unassimilable and which retains its own customs and language is in the true interests of the social and economic progress of the people of the country.

*Births.*—The number of births registered during the year amounted to 41,106 as compared with 41,361 in the previous year.

The birth rate for the year was equal to 38.18 per thousand of the estimated population as against 37.42 in the preceding year.

The highest birth rate was that of the Chinese which was 40.41 per thousand.

The percentage of males born was 52.05.

*Deaths.*—The crude death rate was 22.80 per thousand, the lowest rate yet recorded. That for 1931 was 24.76 (corrected) and the average for the ten years 1923–1932 was 27.76 as recorded in the annual reports of the registration of births and deaths.

*Infant Mortality.*—The corrected infantile mortality (deaths of children under one year) was 162.43 per thousand as against 180.65 in 1931 and an average of 202.17 over the ten years 1922–1931.

## B.—MIGRATION STATISTICS

Migration is a subject of interest owing to the attraction of the country to foreign capital, and to foreign labour particularly from China and India. Until July 1930 immigration was practically free; after that date a quota system was applied to the immigration of male labourers from China with the object of reducing unemployment, raising the standard of labour and improving the sex ratio. In 1932 an Aliens Ordinance was passed extending this control to all immigrants of other than British or British Protected nationality.

Statistics of direct migration between Malaya and foreign (extra-Malayan) countries have been collected on a Malayan basis since the beginning of 1930 and published by the Malayan Statistics Department monthly in the *Government Gazette*. These show



particulars by race, sex, adolescence and country of origin and destination, and distinguish movements by land, sea and air. There is no control of internal movements between Settlements, or between Settlements and the Malay States, or between one Malay State and another within the Malayan Registration area.

Malayan migration statistics are of importance also as an aid, combined with registered births and deaths, to the estimation of population in inter-censal years, a reference to which is contained in an earlier part of this Chapter.

The following are the points of principal interest. The population of Malaya (to the nearest thousand) by the Census Report in 1931 was 4,385,000. The total number of arrivals in 1932 was 264,000 as compared with 330,000 in 1931. The total number of departures was 427,000 as compared with 517,000. There was thus a net loss of population of 163,000 as compared with 187,000, or of 3.7% of the 1931 population. The majority (97%) of these were Chinese and Southern Indians returning to their own countries. The emigrational surplus was 8,308 in January, reached a peak of 26,954 in June, and fell gradually to 7,052 in December.

The only race of which there was an excess of arrivals both in 1931 and 1932 were Northern Indians which comprises all natives of India north of a (rough) line between Madras and Bombay and including Bombay.

The following table is interesting as showing the racial composition of the migrational surplus in 1931 and 1932:—

#### MIGRATIONAL SURPLUS, MALAYA

| <i>Race</i>                |   | <i>1931</i> |   | <i>1932</i> |
|----------------------------|---|-------------|---|-------------|
| Europeans and Americans .. | - | 495         | - | 569         |
| Eurasians ..               | - | 24          | - | 61          |
| Japanese ..                | + | 384         | - | 798         |
| Chinese ..                 | - | 112,965     | - | 97,518      |
| Malays ..                  | - | 3,110       | - | 3,996       |
| Northern Indians ..        | + | 1,256       | + | 1,680       |
| Southern Indians ..        | - | 71,811      | - | 61,320      |
| Others ..                  | - | 764         | - | 396         |
| Total ..                   | - | 187,529     | - | 162,978     |

There was an excess of departures from Malaya to all foreign countries with the exception of Netherlands India from which, as in 1931, there was an excess of arrivals, due (again as in 1931) entirely to Chinese. It is significant that to the end of July, 1930, there was generally a surplus of Chinese emigrants from Malaya to Netherlands India, and that since August 1930, when control of immigration from China into Malaya was enforced, there has for each month been a surplus of Chinese immigration from Netherlands India into Malaya: in other words, the tide of Chinese migration between Malaya and Netherlands India appears to have turned since August 1930.



## C.—MOVEMENTS OF LABOUR

## (i).—INDIAN IMMIGRATION

The total number of immigrants for Malaya arriving from Southern India at Penang was 17,734 in 1932 as against 19,692 in 1931 showing a decrease of 1,958. All these immigrants arrived in the British India Steam Navigation Company's steamers. In addition to these immigrants, 903 deck passengers arrived by steamers of the Messageries Maritimes line: the latter paid their own passages and are not included in the following analysis.

The immigrants were of the following classes:—

|                                                                                                                                                    |        |
|----------------------------------------------------------------------------------------------------------------------------------------------------|--------|
| Assisted immigrants (free labourers permitted to emigrate at the expense of the Immigration Fund to rejoin their families on estates in Malaya) .. | 17     |
| Other immigrants (traders, labourers and others who paid their own passages) .. ..                                                                 | 17,717 |
| Total ..                                                                                                                                           | 17,734 |

Of the "other immigrants" 6,518 or rather more than 37% were of the labouring classes, the remaining 11,199 being traders and others. No definite information is available as to their destination but it is estimated that about two-thirds of them remained in the Colony. There were no assisted immigrants for the Colony.

The numbers of assisted passages taken during 1932 and the four preceding years for labourers and their families emigrating from Southern India to Malaya and paid for from the Immigration Fund were:—

|              |        |
|--------------|--------|
| 1932 .. .. . | 12     |
| 1931 .. .. . | 91     |
| 1930 .. .. . | 36,957 |
| 1929 .. .. . | 76,248 |
| 1928 .. .. . | 24,944 |

## (ii).—INDIAN EMIGRATION

The number of deck passengers from Penang to Southern India by the British India Steam Navigation Company's steamers in 1932 was 84,501 (66,988 adults with 11,338 minors and 6,175 infants) as against 101,347 (81,190 adults with 13,728 minors and 6,429 infants) in 1931.

In addition to these, 550 deck passengers left Malaya for Southern India by Messageries Maritimes steamers.

Of the total number, 25,290 adults accompanied by 1,350 minors and 1,385 infants, paid their own passages, while 41,698 adults, 9,988 minors and 4,790 infants were repatriated through the Labour Department: of the latter, 5,842 adults, 886 minors and 387 infants were from the Colony.

Of the 41,698 adults, 9,988 minors and 4,700 infants repatriated through the Labour Department, 35,043 adults, 8,362 minors and 4,146 infants were fit unemployed labourers for whom work could



not be found in Malaya; 5,608 adults accompanied by 1,416 minors and 553 infants were unfit for further work, and the rest, 1,047 adults, 210 minors and 91 infants, were repatriated at the expense of private employers or Government Departments or with free passages granted by the British India Steam Navigation Company.

The repatriates from the Colony were made up as follows:—

|                                                                                      | <i>Adults</i> | <i>Minors</i> | <i>Infants</i> |
|--------------------------------------------------------------------------------------|---------------|---------------|----------------|
| Sent at the expense of Estates and Government Departments                            | 37            | 5             | 2              |
| Sent at the expense of Straits Settlements Government and Indian Immigration Fund .. | 5,683         | 873           | 380            |
| Carried free of charge by British India Steam Navigation Company .. ..               | 122           | 8             | 5              |
| <b>Total ..</b>                                                                      | <b>5,842</b>  | <b>886</b>    | <b>387</b>     |

### (iii).—CHINESE IMMIGRATION

The immigration of adult male Chinese labourers was restricted by proclamation under the Immigration Restriction Ordinance throughout the year. The restriction is applied to immigrants from China ports (including Hong Kong) only. From January to July the quota was fixed at 2,500 and from August to December at 1,000 per month. The total number of adult male Chinese entering the Colony under the quota was 18,741; the corresponding figures for 1930 and 1931 are 143,620 and 50,120.

No restriction is placed on the immigration of women and children. Eight thousand six hundred and fifty-two women and 6,141 children entered the Colony from China ports. The corresponding figures for the previous two years are:—

|            | <i>Women</i> | <i>Children</i> |
|------------|--------------|-----------------|
| 1930 .. .. | 40,448       | 34,800          |
| 1931 .. .. | 17,042       | 11,923          |

The number of women per 1,000 men arriving in the Colony from China ports during the years 1930, 1931 and 1932 has been 282, 340 and 462 respectively.

### (iv).—CHINESE EMIGRATION

The total number of Chinese deck passengers leaving Malayan ports for China during the year was 161,809 as against 212,900 in 1931.

Fares for deck passengers from Singapore to China ports during the year were from \$12 to \$13 (to Hong Kong) and from \$14 to \$17 (to Swatow and Amoy). Fares from China ports to Singapore are still considerably in excess of these rates and now stand at \$75 (Hong Kong currency), \$90 (Chinese currency) and \$91 (Chinese currency) from Hong Kong, Swatow and Amoy respectively.

(N.B.—None of the above figures includes 1st and 2nd class passengers.)



## CHAPTER IV

## Health

## A.—PREVALENCE OF AND MORTALITY ARISING FROM PRINCIPAL DISEASES

## (i).—GENERAL

(a) *Malaria*.—Two thousand six hundred and one deaths were registered as due to malaria fever and 2,051 deaths as due to fever unspecified, as compared with 3,505 and 1,502 deaths respectively for the year 1931.

(b) *Tuberculosis*.—Deaths to the number of 2,071 were registered as due to tuberculosis as compared with 2,580 in the year 1931.

Whilst pulmonary tuberculosis still continues to present one of the chief problems for preventive and curative measures in this country, the available statistics go to show that this disease is not on the increase, as is so frequently stated.

Steps have been taken to provide better housing and living conditions and the maintenance of a proper nutritional regimen in the daily life of the masses. Propaganda is carried out in schools, infant welfare clinics, dispensaries and elsewhere, with a view to educating the public how the disease may be avoided.

(c) *Pneumonia*.—Pneumonia accounted for 1,860 deaths as compared with 2,373 in 1931.

(d) *Beri-Beri*.—This disease is definitely on the decrease. Only 725 deaths were registered as being due to this disease.

(e) *Dysentery*.—Dysentery caused 541 deaths. The disease was less evident than in former years.

## (ii).—DANGEROUS INFECTIOUS DISEASES

(a) *Plague*.—No case of plague occurred in the Straits Settlements during the year.

(b) *Cholera*.—One case and one death occurred.

(c) *Small-pox*.—There were eight cases of small-pox with five deaths.

## (iii).—VENEREAL DISEASES

The treatment of these diseases is undertaken by a special branch of the Medical Department known as the "Social Hygiene Branch", under the control of the Chief Medical Officer, Social Hygiene.

There are 27 treatment centres in the Straits Settlements as follows:—Singapore 9, Penang (including Province Wellesley) 12 and Malacca District 6.

The number of new cases treated shows a fall for Singapore, viz. (males) 14,926 in 1932 as against 17,378 in 1931, probably due to the large number of repatriations owing to the slump conditions prevalent here. Penang shows a slight rise of 860 males treated in 1932 and Malacca also a small rise of 254 cases.



*Number of Seamen Treated.*—There were 636 new admissions to the clinics from sailors visiting the port of Singapore of whom 146 were British and 75 were other Europeans. Of the remainder 316 cases were drawn from Chinese plying on local craft. A special clinic is in course of erection for the treatment of sailors.

*Serological Reactions.*—Seventeen thousand seven hundred and four specimens of blood were examined by the Kahn Test, of which 8,581 were positive.

*Propaganda.*—Pamphlets and leaflets were freely delivered to the public, while posters calling attention to the dangers of venereal disease and the facilities for free treatment were posted daily throughout the town of Singapore. A locally made Cinema Film "Retribution" dealing with congenital syphilis was shown at various Chinese Associations.

*Lantern Lectures* on venereal disease were given to the senior boys leaving school, also to members of the Chinese community.

#### (iv).—YAWS

The treatment of this disease more than that of any other, perhaps, has led to the present faith which the Asiatics, more particularly the Malays, have in hypodermic and intravenous injections. The rapidity and certainty of cure has impressed the natives to such an extent that they now come forward voluntarily for treatment. Small epidemic foci still exist; it was these areas that accounted for the major portion of the 5,749 cases treated.

The disease is steadily decreasing in incidence.

### B.—HOSPITALS, ETC.

#### (i).—HOSPITALS

Fifty-four thousand four hundred and forty-two patients were treated in the hospitals of the Colony as compared with 58,526 in the previous year. The malaria admissions were 5,845 as compared with 6,509 in 1931. Admissions for venereal disease were 3,745 with 189 deaths, as against 3,946 with 172 deaths in the previous year.

The new General Hospital in Malacca is nearing completion and it is anticipated that it will be ready for occupation in December, 1933. When this institution is opened Malacca will be provided with one of the finest and most up-to-date hospitals in the East.

#### (ii).—DISPENSARIES

Out-patient attendances at Government Dispensaries showed a slight increase over last year, the figures being 260,882 patients with 525,081 attendances compared with 258,311 out-patients and 493,299 attendances in 1931.

The number of people seeking advice at the Women's and Children's Out-door Dispensary at Kandang Kerbau, Singapore, remained relatively constant at 36,000.

At a similar dispensary in Penang an increase from 15,722 to 19,942 was recorded.



(iii).—MOTOR TRAVELLING DISPENSARIES

Motor Travelling Dispensaries are provided in Singapore, Penang, Malacca and Province Wellesley. They visit outlying districts of each Settlement and dispense treatment for minor ailments of the inhabitants. Attendances for the whole of the Settlements totalled 164,000 compared with 103,000 in 1931.

(iv).—LEPER SETTLEMENTS

The Leper Settlement at Penang (Pulau Jerejak) has accommodation for males only. The number of patients at the beginning of the year was 679 and there were 194 admissions. Of these 141 were discharged as relieved and 5 cured or free from infection.

The Settlement at Singapore has accommodation for both males and females, but male patients are usually transferred to Penang as early as possible.

Admissions numbered 125 males (of whom 88 were transferred to Penang) and 22 females. Four male and 2 female patients were discharged free from infection.

Special treatment included subcutaneous infiltration of oleum hydnocarpus with 0.5% iodine and the subcutaneous and intradermal injections of Alepol 1% with 0.5% of carbolic acid. In addition ethyl esters of hydnocarpus are also given intradermally.

Seven cases with perforating ulcers of the foot were treated by periarterial sympathectomy. All the ulcers healed in about one month's time.

*Activities amongst the patients.*—One hundred and fourteen able-bodied men were given employment as barbers, sweepers, dhobies, wood-cutters, etc. A few educated patients were employed as teachers, dressers and overseers. Many showed keen interest in work as independent artisans. The brass band continued to be popular.

A new innovation was the formation of several dramatic troupes.

Out-door sports were indulged in to an appreciable extent.

A Chinese school was opened during the year and 15 boys attended regularly.

The Boy Scouts Troop, now totalling 22, carried out regular exercises.

(v).—MENTAL HOSPITAL

The hospital for the treatment of mental patients is suitably situated in pleasant surroundings in the Rural Area of Singapore. There were 1,688 patients at the beginning of the year, admissions numbered 434 and 1,341 patients remained at the end of the year. The increased number of admissions during 1932 may be largely attributed to the physical and mental stress consequent upon the unfavourable labour conditions. Patients whose mental and physical condition is suitable are employed in light manual labour in the hospital and its environments.



*Industries.*—Eight thousand eight hundred and eighty yards of cotton cloth were woven for use in the institution. Seventeen thousand and fifty pounds of vegetables were grown for the use of the patients and 1,600 coconuts harvested.

## C.—HEALTH AND SANITATION

### (i).—QUARANTINE

One thousand one hundred and eighty-three visits in Singapore, and 378 visits in Penang (as against 697 and 375 respectively in 1931) were paid to ships by Port Health Officers. The magnitude of the duties entailed may be gauged from the fact that 241,277 persons were examined during the year. The figures show a diminution of 120,000 compared with 1931 chiefly due to the restriction, by legislation, of the number of immigrants from China.

Thirty-one thousand six hundred and thirty-nine persons were detained under observation in the Quarantine Stations at Singapore and Penang.

The number of persons from ships treated for infectious diseases at Singapore Quarantine Station was four for small-pox and at Penang Quarantine Station one for small-pox.

### (ii).—RURAL CONSERVANCY

The more populous sections of the rural area in Singapore, have been gazetted as "Compulsory Nightsoil Removal Areas". In these areas, the conservancy removal was carried out by Chinese labour under the supervision of the Health Officer. The nightsoil of approximately one-quarter of the houses in the rural area of Singapore was removed by this method. Disposal is either by trenching or septic tank treatment.

During the year three hundred and twelve latrines were constructed or reconstructed, and one hundred and twenty-seven of an insanitary type were demolished. Twenty-five tube latrines were excavated, mainly in the Paya Lebar District.

Household refuse was collected by the Health Department and incinerated. The erection of five new incinerators and the replacement of two increased the number of serviceable incinerators to twenty-one.

A progressive conservancy policy in the rural areas of Penang resulted in the provision of 966 pit and tube latrines, 38 pail latrines and the reconstruction of 343 pail latrines to replace 1,096 insanitary latrines which were demolished.

### (iii).—ANTI-MALARIAL WORK

The imperative need for economy resulted in a reduction in expenditure on permanent anti-malarial works, such expenditure being limited to the completion of existing works. The annual cost of oiling breeding places for the control of dangerous mosquitoes was reduced by extending where possible the oiling interval from a seven to a ten day period. A total expenditure of over \$165,000 was incurred on all anti-malarial measures undertaken during the year.



## CHAPTER V

## Housing

The character of the housing of the wage earning population of the Straits Settlements varies in urban and rural areas. In municipal areas the houses may be classified as:—

- (a) Compound houses occupied by the well-to-do residents.
- (b) Semi-detached houses or small bungalows occupied by moderately well-paid employees.
- (c) Terrace houses for the clerical classes.
- (d) Shop-houses.
- (e) Common lodging houses which are frequently overcrowded.
- (f) Tenements in closely built areas, and
- (g) Wood-huts or semi-permanent houses in the outskirts of the city.

Old shop-houses in most cases are built in rows, of solid construction and two or more storeys. They are, in a large number of cases, insufficiently ventilated and, in many streets, are not provided with back lanes. The former defect conduces to the spread of tuberculosis and the latter defect interferes with the proper collection of night soil. Many of these houses are divided into small cubicles in the upper stories by the erection of temporary partitions, without regard to the entry of light and air. It is in these cubicles that the worst type of overcrowding is found, and it is not unknown to find in a street of these houses an average of 46 people per house. The majority of the labouring and artisan class find a home in these cubicles or in common lodging houses. With so many of the wage earners living in such ill-ventilated and insanitary dwellings, it is not surprising that tuberculosis in urban areas is so prevalent and that the infantile death rate is high. The common lodging houses are found in the densely populated areas and frequently consist of an over-crowded dormitory over a shop or store.

The landlords of this type of house property are almost exclusively Asiatic, and in the large towns Chinese property owners predominate.

In rural areas, houses of the wage earners are generally of the Malay and Chinese types, built of planks and roofed with palm leaves. Brick and tile shop-houses are found in some of the larger villages. The former type of houses are usually owned by the occupier. They are, as a general rule, clean, well-ventilated and not overcrowded; moreover, this type of house, being built of planks and palm-leaves, is admirably suited to the climate and is cool and comfortable to live in. The brick and tile shop-houses in the villages lend themselves to overcrowding like those in the towns, but the evils are less pronounced as the houses are not built so closely together. A large number of labourers on rubber estates are housed in barracks consisting of single rooms with kitchens attached. These buildings in most cases conform to the standard design prescribed by the health authorities, and are therefore satisfactory when not overcrowded. Most of the houses, occupied by Malay small-holders and peasants, in rural areas are detached and built of planks or bamboo with attap roofs. They are



raised about four to six feet above the ground level. These houses are well-ventilated, cool and commodious. Practically all are owned by the occupiers.

It will be noted that action to relieve defects is required chiefly in the case of shop-houses and common lodging houses in towns, many of which contain cubicles and are dangerously overcrowded. Steps to ameliorate these conditions are being taken by the Improvement Trust in Singapore. On rebuilding by the owners, proper air space must be provided and back lanes must be made of a width of 15 to 20 feet. The Improvement Trust has entered on a fixed programme of driving back lanes through existing congested areas. This involves the reconstruction of the rear portion of the houses. Open area and domestic offices are provided in each case, the Trust paying the cost of this reconstruction. The Trust has also bought up several large blocks of slums, demolished them, and re-planned the lots to permit of sanitary buildings being erected. Roughly 50 acres of land bordering on the Chinese area, formerly occupied by squatters have been bought and filled in, provided with roads and laid out as building lots for sale with a view to relieving congestion. The Trust has bought up another large area of land which was covered with insanitary attap villages. These have all been demolished, the land filled in, and 224 artisans' quarters erected. They have erected 118 houses suitable for the clerical class. In the heart of the town, they have erected various blocks of tenement dwellings designed to give ample light and ventilation to each room. In Penang amelioration has been effected by the issue of nuisance notices under the Municipal Ordinance. The Municipality has also demanded alterations in buildings to comply with by-laws under the Municipal Ordinances with a view to improving light and ventilation and avoiding overcrowding. The Health Department freely uses its powers to enforce the demolition of insanitary dwellings. Steps have also been taken to maintain the common lodging houses in a sanitary and uncrowded condition. In Malacca, amelioration is effected by constant inspection and action under the Municipal Ordinance and by-laws. In rural areas gazetted village planning schemes have been evolved so as to ensure a suitable layout of buildings. Demolition notices are enforced in towns and villages where such a course appears to be the only remedy. The work of providing all dwellings with sanitary latrines is proceeding rapidly. It can be stated with confidence that almost all buildings, now being erected in rural areas, are of moderately good and sanitary type without being too expensive.

There are no building societies in the Straits Settlements.

## CHAPTER VI

### Production

#### A.—AGRICULTURE

##### (a) CROPS GROWN BY EUROPEAN AND ASIATICS

*Rubber.*—Economic conditions in the rubber industry were very depressed throughout the year. The average price of rubber per pound in Singapore was 7.01 cents, or more than 2½ cents lower than the very low figure for 1931. The bottom was reached in June when



the average price for the month was 4.95 cents. This was followed by a sharp rise in August and September, possibly due to reaction from the most acute phase of the depression, and for the last three months of the year the price remained steady at about 7½ cents.

Restriction of output with a view to improving market conditions was a subject which occupied the attention of the English and Dutch Governments at the beginning of the year, but the negotiations ended in the middle of March and a simultaneous announcement by the English and Dutch Governments was published to the effect that no satisfactory solution of the problem could be arrived at in the existing circumstances.

The total area under rubber at the end of 1932 was 337,907 acres, a slight decrease from the 1931 figure of 341,303 acres. Of the total area 62.6 per cent. consisted of estates of 100 acres or more and 37.4 per cent. of small estates of less than 100 acres.

Production as shown by exports was 49,862 tons as compared with 50,112 tons in 1931. With the exception of a small quantity absorbed by a Singapore manufacturer it is all exported. In accordance with the decision reached in 1930, no fresh alienation of land for rubber planting was made in the year and new areas have been planted only on land already alienated. Newly planted areas amounted to 144 acres only, mostly in Malacca.

In consequence of the depression most estates have experienced actual financial loss despite the remarkably low costs of production. Naturally the agricultural side of the industry has been almost entirely held up, though some attention has been given to tapping systems and to factory improvements, both with a view to decreasing production costs. A certain amount of attention has been paid to the possibility of increased consumption of raw material.

On small holdings even under the very low prices ruling severe tapping has been confined to a restricted number of localities where owners are unusually hardly circumstanced. There has been no general tendency to replace rubber by another crop although occasionally a small holder has cut out a portion of his poorest rubber in order to utilise the land for growing sufficient foodstuffs for his own needs.

Mouldy rot of the renewing bark is the only disease of any real importance so far as regards small holdings rubber, but it is a disease that, it is feared, is increasing in virulence. The question of this disease is particularly important in connection with small holdings as the owner, owing to low rubber prices, is unable to afford the necessary remedial treatment.

*Coconuts and Coconut Products.*—The area planted with coconuts is estimated to be 82,447 acres, but it is extremely difficult to make even a rough estimate of the total production. Many dwellings have small groups of palms planted about them and the nuts from these small patches are used entirely for local consumption. The produce of the larger estates however is used almost entirely for the production of copra, and here again no organisation for estimating the total quantity of copra exists. Imports from the Netherlands East Indies are considerable and are used both in production of coconut oil and for grading with Malayan produce for re-export.



A feature of the trade in recent years, and especially in 1932, is the steady increase in the local production and export of coconut oil. It is probable also that the local consumption of coconut oil, mainly for culinary purposes, is considerable, and reasonably steady.

Market conditions for coconut oil and other coconut products were adversely affected by economic conditions and although prices were somewhat higher than in 1931 they were still distinctly lower than in 1930 and previous years. The average Singapore price of "Sundried" copra was \$5.74 per picul and "Mixed" averaged \$5.22 per picul, an increase in each case of between 50 and 60 cents over 1931 prices. Coconut oil averaged \$13 per picul as compared with \$9.69 in 1931. Coconut oil cake averaged \$2.10 per picul.

A feature of the year under review has been the improvement in the quality of locally produced copra prepared by small-holders. This is largely due to the propaganda carried on by the Department of Agriculture which has led to improvement in the matter of kiln construction on small holdings. Several of the approved pattern kilns have been erected in Province Wellesley and on these first quality copra has been produced. The investigations conducted by the Department of Agriculture have been undertaken with the financial assistance of the Empire Marketing Board.

Pests and diseases of coconuts have been kept well in hand and control of the coconut beetle was efficiently maintained. In Province Wellesley, however, there has been a serious attack from the caterpillar of the Zygænid moth and considerable damage resulted.

*Coffee.*—Singapore prices of coffee have shown but little fluctuation throughout the year. Palembang coffee averaged \$17.74 per picul and Sourabaya coffee \$24.12. The trade in coffee has been maintained and imports amount to nearly 5,000 tons and exports to over 2,000 tons. It would seem therefore that if Malaya can produce the right kind of coffee there is at hand an export trade in this product. Several brands of locally grown and prepared coffee are found in the retail market at prices ranging from 30 to 70 cents per pound.

Pests and diseases have not been unduly prevalent during the year.

#### (b) CROPS GROWN EXCLUSIVELY BY ASIATICS

*Padi.*—The area under padi cultivation has shown a tendency to increase for some seasons past, presumably as the result of the economic depression affecting other crops. The increase has been slight but reasonably steady and the 1931-1932 season shows a total area of 67,980 acres devoted to rice growing. Most of this area is in Province Wellesley and Malacca: Penang has some four thousand acres, but the Dindings only a few hundred. Singapore Island has no padi.

The total area planted represented an increase of about 600 acres. The total yield is estimated to be approximately 26,391,000 gantangs which represents a little under 39,000 tons of milled rice, a slight increase over the previous season, and a slight decrease in yield per acre. Padi statistics are, however, difficult to collect, especially as regards yields. On the whole the season was a good one and a very satisfactory crop was harvested, although in Malacca high winds



caused some lodging of a heavy crop with some slight loss of harvested grain. The Dindings territory was an exception to this however and practically no crop was obtained there, the first sowing having been destroyed by dry weather and a great part of a later planting by sea water damage resulting from an exceptionally high tide.

The padi crop season in the greater part of Malaya extends from July to mid-January or February; prospects for the standing crop (1932-1933 season) are promising. In Province Wellesley dry weather delayed planting, but subsequently the weather has been generally favourable. There were floods in November, but less damage was caused to padi than had been anticipated in view of the damage done to roads and bridges, both on the mainland and in the island of Penang. In the Dindings territory the cultivators commenced the construction of a bund as a safeguard against floods due to high tides. In Malacca the crop is generally good on the inland areas, but on much of the coastal area it has suffered badly from lack of water and is unlikely to produce more than a light crop.

With regard to rat damage, in Province Wellesley and Malacca the systematic control measures organised under departmental supervision continued to function satisfactorily although reports indicate that in Province Wellesley slightly more damage occurred than in 1931. On the whole it seems that the cultivator is being induced by the present conditions to regard his padi crop as of greater importance than in more prosperous times and this, combined with continuous propaganda, has led to greater attention to control measures.

Experimental work during the year has comprised work on breeding and trying out new strains, on cultivation and manurial experiments, and investigations on padi soils. Further work has been done with regard to the question of stem borers, but there are still many complicating factors either not yet ascertained or as yet imperfectly understood.

At the commencement of the year the newly constituted Department of Irrigation and Drainage came into existence, inaugurated as the result of one of the recommendations of the Rice Cultivation Committee. Irrigation and drainage engineers have been appointed for Malacca and Penang and a number of major and minor schemes have been inaugurated. The duties of the Department are chiefly concerned with irrigation and drainage schemes for the extension of rice cultivation.

In Malacca the planting of padi is compulsory on practically the whole of the area regularly planted with wet padi, and suitable land newly alienated carries the same obligation. Furthermore, legislation provides for compulsory adherence to dates for the various cultivation operations in all such areas. This is not, however, the case in Province Wellesley, and legislation for fixing dates for cultivation operations in this Settlement is under consideration.

*Pineapples.*—By far the largest area under this crop in the Colony is in Singapore Island where the total area is now estimated to be 10,000 acres, an increase of 2,000 acres over last year. The main area in which pineapples are cultivated in Malaya is, however, the State of Johore where there are nearly 40,000 acres under the crop. There is some export of fresh fruit for canning from South



Johore to Singapore. There were four pineapple canning factories operating in Singapore at the end of the year. The capacity of these varies between 600 and 4,000 cases per day.

The average prices of canned pineapples for 1932 per case of 48 tins (72 lbs. of fruit) were: Cubes, \$3.34; Sliced flat, \$3.27; Sliced tall, \$3.48. These prices show a decline over those of 1931.

Exports for Malaya showed a considerable increase in the year and stood at 66,291 tons, and an increase in the total value of the exports resulted despite the decrease in prices. Of the exports 84 per cent. is taken by Great Britain. British Possessions and Protectorates take rather more than half the remainder.

The Department of Agriculture has a Pineapple Experiment Station on Singapore Island at which investigations into the cultivation and manuring of pineapples are being carried on. Efforts to establish the cultivation of pineapples as a main crop and to improve the conditions of the pineapple industry generally have been continued. Legislation designed to give effect to the recommendations of the Pineapple Conference appointed by His Excellency the Governor at the end of 1930 (and to which reference was made in last year's report) has been considered. Especial difficulties are encountered owing to the necessity for obtaining agreement among the various administrations and the different commercial interests affected. The lines of the projected legislation comprise registration of factories, registration of identification marks for the produce of each factory, and provision for the introduction of inspection and grading of produce when such a course is indicated as feasible.

*Fruit.*—Fruit crops were generally good throughout the country but more especially so in Province Wellesley and Penang. Large quantities of rambutans were shipped from Penang to the Singapore market during the season.

The Department of Agriculture carried out a survey of fruit growing in Malacca during the year and 154 fruit holdings were under detailed observation. One of the striking factors disclosed was that less than 40 per cent. of the owners sold their produce with any regularity, the great majority being content merely to supply their own household requirements. Yet the import trade of fruit into the peninsula is considerable.

*Vegetables.*—There has been a considerable increase in vegetable growing of recent years, but imports, especially into Singapore, are still very considerable; as with fruit production there seem to be considerable possibilities for extension of cultivation to meet local requirements.

Vegetable growing is largely in Chinese hands and efforts are being made with a view to effecting possible improvement of the conditions under which the vegetables are grown. There is a Chinese Sub-Inspector attached to the Department of Agriculture and stationed in Singapore, a similar officer, destined for Malacca, is at present in training at the School of Agriculture while approval has also been given for the recruitment of an additional officer for similar work in Province Wellesley.



*Tobacco.*—Decreasing prices resulted in a marked decline in acreage of this crop during the year and, although interest in this crop is still maintained in Singapore, in Province Wellesley the area at the end of the year was 41 acres only as compared with 105 at the end of 1931. On the other hand it must be remembered that the area under tobacco at any one time gives an inadequate representation of the importance of the industry, as the crop is grown in scattered plots and with little regard to season.

A Committee was appointed by His Excellency the Governor recently to consider the possible effect of tobacco cultivation on revenue, but it had not presented its report at the end of the year. Considerable attention has been paid to the crop by the Department of Agriculture and numerous experiments have been carried out. Two lines of development appear to be indicated—the growth of filler tobacco for cheroots and the production of bright leaf for cigarettes. Experimental work on flue curing is at present in progress.

*Cloves.*—This crop is grown mainly by Chinese and is confined to Province Wellesley and Penang. An increase in the Penang price at the end of the year is stated to be due to competition amongst rival dealers, but is probably connected to some extent with an attempt by growers to obtain better prices as the result of direct trading.

#### (c) LIVESTOCK

*Stock.*—The dairy farm formerly operated in Singapore by the Singapore Cold Storage Co. was organised as a separate undertaking during the year and is now known as the Singapore Dairy Farm. Considerable development has taken place in connection with this undertaking and during the year, additional breeds of cattle have been tried out and the size of the farm extended. The farm supplies milk of very high grade the purity of which is checked by periodic bacteriological examination. It constitutes an extremely interesting example of the commercial possibilities of dairying on modern scientific lines under tropical conditions.

#### (d) AGRICULTURAL ORGANISATION

The re-organisation of the Department of Agriculture, Straits Settlements and Federated Malay States, in accordance with the scheme propounded by the Director of Agriculture in 1930–1931 and sanctioned by the Secretary of State was brought into force at the commencement of the year.

Under the scheme the Department is divided into four branches, viz.—

- (a) The Research Branch under the Chief Research Officer comprising six Research Divisions each under a divisional chief. This section is maintained at the Department's Headquarters in Kuala Lumpur, the capital of the Federated Malay States;
- (b) The Field Branch comprising the agricultural organisation in the various States and Settlements with an Agricultural Officer in charge of each unit responsible to the Chief Field Officer at Headquarters and to the administrative officer in each area;



- (c) The Agricultural Education Branch comprising the School of Agriculture under the Vice-Principal;
- (d) The Economics and Publication Branch under the charge of the Agricultural Economist.

The scheme also included provision for the erection of new headquarters offices and laboratories for the Department in Kuala Lumpur, the present accommodation being inadequate and unsuitable. The erection of these has, however, been deferred owing to financial stringency.

In connection with the Research Branch work has been maintained in the various scientific divisions. In conjunction with the Field Branch, breeding, selection, varietal manurial and cultural trials with padi are carried out at the Rice Experiment Station at Pulau Gadong in Malacca, while similar work on pineapples is performed at the Pineapple Experiment Station at Lim Chu Kang in Singapore; the opening up of other stations and, in particular, a fruit station in Penang has been postponed owing to the financial situation. The Field Branch maintains two Agricultural Stations, one at Bukit Mertajam in Province Wellesley and one at Sungei Udang in Malacca at which demonstrations are given, planting materials of good quality are supplied, and certain experiments carried out.

School gardens, of which there are 121 in the Colony, provide another means of instruction and propaganda. Regular periodic visits are made to these by Departmental officers and, where the movement has made sufficient progress, competitions are held.

The Rural Lecture Caravan, jointly maintained by the Departments of Agriculture and Co-operation and the Rubber Research Institute, has made tours during the year in Province Wellesley, the Dindings and Malacca and definite proof of results accruing from the Caravan propaganda are now forthcoming.

The School of Agriculture at Serdang, opened in May, 1931, passed through a somewhat critical year. It is during periods of acute depression such as the present, however, that the School can exert its greatest influence. There is accommodation for 80 students at the School, but the average attendance throughout the year has only been 35. This was in part due to the suspension of recruitment for Agricultural Students and Pupils, both in the Federated Malay States and in the Straits Settlements. A film of some 800 feet depicting the work of the School and the students has been completed and will be included in the programmes of the Rural Lecture Caravan.

The Agricultural Department continued to issue various publications, comprising the Malayan Agricultural Journal issued monthly in English together with quarterly agricultural journals in Malay and in Chinese. In addition special bulletins containing accounts of work on a large scale are issued from time to time (seven were published in the year) while pamphlets in English, Malay, Chinese and Tamil are published as occasion demands.

Owing to the need for retrenchment it became necessary appreciably to reduce the staff of the Department during the year and proposals were approved for the retrenchment of officers and for the considerable curtailment of expenditure.



(e) METHODS AND CONDITIONS OF RECRUITING  
SOUTH INDIAN LABOUR

Elaborate machinery exists for the recruitment in normal times of South Indian labour, chiefly for work on rubber, coconut and oil palm estates.

The recruiting of labourers in South India is conducted in accordance with the provisions of the Indian Emigration Act, 1922 and the Rules made thereunder, and a special General Order of the Government of India defines the conditions on which emigration for the purpose of unskilled work is permitted to the Straits Settlements, Federated Malay States and Unfederated Malay States.

There are special provisions in the Indian Act for the recruitment of labour for skilled work, but the recruiting of skilled labour in British India for work in Malaya is practically non-existent.

The foundation of the system of recruiting unskilled South Indian labour is the Indian Immigration Fund. This Fund is composed of contributions from all employers (including the Governments of Malaya) of South Indian labour. It forms no part of the general revenue of the Government and may be used solely for the importation of and in the interests of South Indian labour. Included in these interests are the maintenance of homes for decrepit and unemployed Indian labourers and the repatriation of and assistance to Indian labourers in need of relief; during the past two years the resources of the Fund have been extensively used for these purposes.

From the Fund are paid the general expenses of recruiting, the principal items being train fares of emigrants from their homes to the ports of Negapatam and Madras and their feeding in the Emigration Camps at these places while awaiting shipment, passages from Madras or Negapatam to the Straits, the expenses of quarantine on arrival at Penang, Port Swettenham or Singapore, transport thence to their places of employment in Malaya and the payment of recruiting allowances to the employers by whose agents they had been recruited.

These agents, known as Kanganies, are sent over by individual employers to recruit for their particular places of employment and receive remuneration in the form of commission from these employers. The recruiting allowance paid to the employer is intended to recoup him for this expenditure and other incidental costs not met from the Fund.

The kangany or agent who recruits must fulfil the following conditions before he can obtain a licence:—

- (i) he must be an Indian of the labouring classes.
- (ii) he must have been employed as a labourer on the place of employment for which he intends to recruit for a period of not less than three months.

Licences are issued by the Deputy Controller of Labour in Penang and are endorsed by the Agent of the Government of India. The number of labourers each kangany is authorised to recruit is limited in the first instance to twenty and the maximum commission is limited to Rs. 10 per head for each labourer recruited.



On arrival in India the kangany takes his licence for registration to the office of the Malayan Emigration Commissioner in Madras, an officer of the Malayan Civil Service appointed by the Malayan Governments with the approval of the Government of India to supervise emigration to Malaya, or in Negapatam to the office of the Assistant Emigration Commissioner. Only on endorsement by one or other of these officials does the licence become valid. The period of currency of the licence is usually six months and is limited to one year.

After having his licence registered the kangany proceeds to the office of his employer's financial agents in India. There he obtains a small advance (usually about Rs. 20) and he then proceeds to his own village where he informs his friends and relations of the conditions of labour on his estate.

When the kangany finds people willing to emigrate he must supply them with a copy of the official pamphlet giving information about Malaya and obtain their receipt for it. He must then produce them before the Village Munsiff or Headman whose duty it is to see that there is no valid objection to the person emigrating. If satisfied, the Village Headman initials the entry of the intending emigrant's name on the back of the licence. When the kangany has collected a number of intending emigrants and obtained the necessary authorisation from the Village Headman he takes them to the port of embarkation, *i.e.*, Madras or Negapatam, either himself prepaying the train fare, which he afterwards recovers, or getting the fares paid by one of the Recruiting Inspectors or Agents employed by the Fund.

Before they are permitted to embark all emigrants are inspected by the officials of the Indian Government—the Protector of Emigrants and the Medical Inspector.

After the emigrants are shipped, unless he is himself returning to the Colony when he is paid the balance due to him on arrival, the kangany receives his commission less the amount of his advance from the financial agents.

The commission of Rs. 10 is sufficient to cover all legitimate charges and is kept purposely low to prevent the kangany from dealing with professional recruiters.

The recruiting allowance which the employer receives from the Fund has varied from \$3 to \$20 and is at present fixed at \$10. The latter figure is designed to cover all legitimate out of pocket expenses with just sufficient margin to induce employers to recruit up to their own requirements.

Besides the emigrants recruited by kanganies for individual employers any *bona fide* agricultural labourer who is physically fit, on application to the Emigration Commissioner or his Assistant, can obtain a free passage to Malaya at the expense of the Fund, without incurring any obligation to labour for any particular employer on arrival.

The number of these non-recruited emigrants has been steadily increasing. They are for the most part returning emigrants who are



proceeding to their old places of employment and as they are not recruited neither kangany's commission nor recruiting allowance is payable.

The Controller of Labour, Malaya, as *ex-officio* Chairman of the Indian Immigration Committee, which consists partly of officials and partly of unofficials, administers the Indian Immigration Fund.

All labourers, whether recruited by kanganies or non-recruited, are landed in Malaya free of debt and any labourer may terminate his agreement with his employer by giving one month's notice of his intention to do so. There is no "contract" or indentured labour in the Colony.

There are 83 estates in the Colony owned by Europeans and 129 owned by Asiatics. The number of South Indian labourers (excluding their dependants) on the European owned estates on the 31st December, 1932 was 12,587 and on the Asiatic-owned estates 1,284.

The same procedure applies in regard to recruitment of South Indian labour for the Railways, the Municipalities and the Public Works Departments.

#### LANGUAGES OF INDIAN IMMIGRANTS

Of the Southern Indians who form over nine-tenths of the total Indian population practically all speak one or other of the Dravidian languages, Tamil, Telugu or Malayalam. The vast majority (over 90%) speak Tamil, and of the remainder the Malayalis are about three times as numerous as the Telugus.

The remaining Indian population consists of Northern Indians, whose principal languages are Punjabi, Bengali and Hindustani, with a few hundreds from Bombay Presidency, who speak Gujarati and Mahrati, and a negligible number of Burmese and Nepalese.

#### B.—FORESTRY

Except for Singapore Island, where the forests have been depleted owing to pressure of population, the Straits Settlements are fairly well provided with forests in respect of which a conservative policy is followed. It was decided, in 1931, to abandon the attempt to continue the protection of the remnants of the Singapore forests, with the exception of Bukit Timah Reserve, which was to be retained on grounds of amenity: the remaining reserves were to be revoked after such saleable material as was left in them had been disposed of under the control of the Commissioner of Lands. This process was not sufficiently advanced during the year under report to call for any revocation.

There is a fairly large sawmill industry in Singapore which depends largely on the adjacent islands of Netherlands India for its raw material, but also draws log supplies to some extent from Johore. The output of sawn timber is partly absorbed in supplying the needs of the Island, the remainder being exported to a wide range of markets overseas. Considerable supplies of timber for such purposes as piling are also derived from the Dutch Islands, but durable



hardwoods required for consumption in Singapore are derived chiefly from the mainland of Malaya. A project was in contemplation in a Singapore sawmill at the close of the year for cutting timber for experimental shipment to the United Kingdom, using raw material derived from Johore.

The Settlement of Malacca is well provided with forests, chiefly of the plains type, which promise to constitute a valuable asset when they have been brought under regular management. The forests of Penang, Province Wellesley and the Dindings are mainly hilly, but contain fair quantities of superior hardwoods and constitute a useful source of local supply.

The forest reserves of the Straits Settlements at present occupy 180 square miles or 12 per cent. of the total area of the Colony. On the revocation of the Singapore reserves, which occupy an area of 25 square miles, the percentage will be reduced to 10.

The intensification of the depression resulted in a fall in revenue from \$27,863 to \$23,050, and expenditure was curtailed from \$87,425 to \$68,103. In these and the following figures Singapore is not included.

The outturn of timber, firewood and charcoal in cubic feet amounted to 278,325, 380,806 and 53,675 as against 365,552, 690,951 and 27,595 in 1931.

The scheme for conversion of the Malacca forests into regularly managed stands was continued, though at a slower rate in view of the financial situation, and progress was made with schemes for regenerative treatment on similar lines in Penang, Province Wellesley and the Dindings.

The senior executive staff was reduced to one full time officer: an Assistant Conservator in charge of Malacca. Penang, Province Wellesley and the Dindings are included in the charges of Assistant or Extra Assistant Conservators of the Federated Malay States staff, who are responsible also for executive work in adjacent areas of the State of Perak. Supervisory charge of Singapore was held by the Commissioner of Lands, exercising the powers of the Director of Forestry under the Forest Ordinance within the Island; of Malacca by the State Forest Officer, Negri Sembilan; and of the other Settlements by the State Forest Officer, Perak North. The subordinate forest staff was reduced to 2 forest rangers, 5 foresters and 30 forest guards.

The Federated Malay States organizations for forest research and education, forest engineering and marketing also serve the needs of the Colony. The main research organisation deals with forest botany, ecology, silviculture, wood technology, timber testing and investigation of forest products generally, and a school for training forest subordinates is attached to it. The Forest Engineer is concerned with the improvement of methods of extraction, conversion and transport of timber and other forest produce. The Timber Purchase Section serves as an agency for direct purchase of timber on behalf of Government Departments and others from forest contractors, and assists the latter in marketing their output.



### C.—FISHERIES

The total weight of fish landed in the Colony in 1932 was approximately 20,000 tons. This amount of fish is valued at approximately  $4\frac{1}{4}$  million dollars or \$217 per ton.

There were 6,117 Malay fishermen employed in the industry, 4,753 Chinese, 907 Japanese, 572 Indians and 63 Eurasians, in all a total of 12,432 persons, excluding a large number who are occasionally engaged in fishing.

This is a decrease of 1,286 from 1931 and is due primarily to the depressed industrial conditions and the inability or disinclination of the fish financiers to advance money to the smaller fishermen, who in consequence have either given up fishing, or have taken up fishing as a part time occupation and consequently do not appear in the returns.

Revenue from boat licences amounted to \$2,963 as against \$2,909.50 in 1931, and from licences for various types of gear \$10,296 as against \$11,764 in 1931. These increases are due to the collection of arrears for 1931. Actually there was a decrease of 73 in the number of fishing boats registered in 1932 (5,678 fishing boats of all kinds were registered as against 5,751 in 1931). These, with the exception of 67 Diesel engined craft used by the Japanese, were all sailing boats used for drift netting, seine netting and long lining.

The Japanese again landed a large proportion of the supply of fish for the Singapore market, amounting to about 4,755 tons, or approximately 42% of the total supply. Their powered boats have increased from 57 in 1931 to 67 in 1932.

The net weight of salt fish exported from the Colony amounted to 3,852 tons valued at \$2,052,148. This, estimated as fresh fish, would represent approximately 7,704 tons and is mostly horse mackerel (*Caranx*), Indian mackerel (*Scomber*) and herring-like fishes (*Clupeoids*). Most of the salt fish was exported to Java. Canned fish amounting to 830 tons and valued at \$247,428 was imported for local consumption. It consisted mostly of Californian sardines in one pound tins.

Fishing throughout the year has been normal.

### D.—MINERALS

*Tin.*—Mining operations in the Colony were confined to the Settlement of Malacca where there were three places at which tin was worked during the year. The production of tin-in-ore at 72% amounted to rather less than 35 tons on which royalty amounting to \$3,834 was paid. The whole of the production went to Singapore for sale and smelting. The labourers were all Chinese and no Europeans were engaged in the industry. No prospecting licence was issued.

Tin smelter production amounted to 49,945 tons, as compared with 87,514 tons in 1931, or 49% of world smelter production (103,300 tons). The decrease was due to the policy of international tin control. The price of tin was £139 a ton at the beginning and £149 a ton at the end of the year. The tin ore smelted in the Straits Settlements



came principally from the Malay States and also from a wide range of countries including Alaska, China, Japan, Indo-China, Siam, Netherlands India, Burma, Tanganyika and the Union of South Africa.

*Phosphates.*—Deposits of phosphate of lime on Christmas Island were worked by the Christmas Island Phosphate Company. The production in 1932 was 84,197 tons valued at \$1,431,349, or \$17 (£2) a ton, as compared with 65,849 tons valued at \$1,119,433 in 1931, or one per cent. of estimated world production, (7,300,000). The labour force consisted almost entirely of Chinese specially recruited by the Company in Singapore for work on the Island. The output was exported entirely to Japan.

## CHAPTER VII

### Commerce

The Straits Settlements is part of the Malayan registration area. Statistics of Malayan trade have been published since 1922, separate figures for the Straits Settlements being discontinued in 1928. For particulars of the trade of Malaya, reference is invited to the monthly and annual reports published by the Statistics Department\*.

The trade of the Colony, of which three-quarters is with foreign countries and one-quarter with the Malay States, consists principally of the entrepôt trade of the free ports of Singapore and Penang which serve as collecting and distributing centres for the countries of the Archipelago—Malaya, Netherlands India, North Borneo, Sarawak, Indo-China, Siam and Southern Burma. The commodities known in the world's markets as Straits Produce include rubber, tin, copra, arecanuts, palm-oil, tinned pineapples, gums, pepper and other spices, the manufactures distributed in exchange being chiefly household stores, clothing, machinery and cement. Singapore is also an important distributing centre for oils—lubricating oil, liquid fuel, kerosene and motor spirit—and there is a bunker trade at both ports in bunker coal and oil fuel. Malacca has an historic past: it is a collecting and distributing station for the centre of the Peninsula, but its importance has diminished with the development of long-haulage railway traffic from Singapore and Penang, and of Port Swettenham, a railway port.

The ports of the Colony are free from dues and duties, except excise duties, which are levied on liquor, tobacco and petroleum. Preferences on liquor and tobacco, and a 20% *ad valorem* tax on first registration of non-British motor vehicles, were introduced as a result of the Ottawa Agreements during the year.

The trade of Malaya in merchandise, bullion and specie amounted in value to \$746 (£87) millions, a decrease of 16% on 1931. No single figure is available to indicate the quantity or tonnage of the

- \*1. Foreign Imports and Exports, Annual.
2. Report on the Foreign Trade of Malaya, Annual.
3. Annual Summary of the Monthly Returns, Annual.
4. Foreign Imports, Exports and Shipping, Monthly.
5. Average Prices, Declared Trade Values, Currency, Exchange and Cost of Living, Annual.



trade, but evidence has been given to the Trade Commission that cargo shipped to Europe constituted a record and to America declined only slightly as compared with the previous year. Nor is any distinction possible between exports and re-exports, owing to the nature of the entrepôt trade at Straits Settlements ports.

This \$746 millions consisted of imports \$380 millions and exports \$366 millions. To the exports may be added \$13 millions representing the value of bunker coal, oil fuel and stores taken on board ships on the foreign trade for consumption on board. There is thus almost an exact balance between the declared values of imports and exports.

Of this \$746 millions, \$676 (£79) millions represented the direct foreign trade of the Straits Settlements\*, a decrease of 17% on 1931. The value of imports into the Straits Settlements was \$348 (£41), a decrease of 15%, and of exports \$327 (£38) millions, a decrease of 20% on 1931.

Of Malayan trade, 15% was with the United Kingdom, 17% with other British Countries and 68% with non-British countries, representing an increase in the proportion of trade between Malaya and British countries of 3½%. The following are the countries with which the principal trade was done, with respective values:—

|                          |    |                 |                |
|--------------------------|----|-----------------|----------------|
| Netherlands India        | .. | \$190 millions, | £22.2 millions |
| United Kingdom           | .. | \$114           | „ £13.3 „      |
| United States of America | .. | \$ 79           | „ £ 9.2 „      |
| Siam                     | .. | \$ 61           | „ £ 7.1 „      |
| Japan                    | .. | \$ 57           | „ £ 6.7 „      |
| Australia                | .. | \$ 30           | „ £ 3.5 „      |
| China                    | .. | \$ 26           | „ £ 3.0 „      |
| India                    | .. | \$ 26           | „ £ 3.0 „      |

The ten principal imports, in order of gross values declared, were motor spirit, rice, tin-ore, cotton piece-goods, kerosene, liquid fuel, cigarettes, rubber, copra and milk; the principal exports (including re-exports) being rubber, tin, motor spirit, copra, rice, kerosene, dried fish and tinned pineapples.

The following notes are added on certain features of the principal exports:—

(i) *Rubber*.—Imports amounted to 92,874 tons valued at \$9,787,000, a decrease of 26% in quantity and 48% in gross value as compared with 1931. The price of rubber was 3¼d. a lb. at the beginning and 2 7/16d. at the end of the year. Of imports, 81% came from Netherlands India and the balance in more or less equal quantities from Sarawak, Siam, Indo-China, North Borneo and Burma.

Exports of rubber (including re-exports) amounted to 478,000 tons or 67% of world output, a fall of 8% in quantity and 34% in gross values, as compared with 1931. Of the exports, 57% was to the United States of America, 15% to the Continent of Europe, 14% to the United Kingdom, 9% to Japan and 5% to other countries.

A feature of rubber was the fact that the decline in price caused an appreciably greater contraction in the output from small holdings

\* See Foreign Imports and Exports of Malaya, Appendix A.



than from European estates, the reasons being two, firstly that small holders paid more attention to foodstuffs and secondly that the larger estates reduced considerably their cost of production.

(ii) *Tin*.—Imports of ore decreased from 44 to 28 thousand tons or by 36%, and in value from \$30 to \$23 millions. Exports of tin decreased from 84 to 48 thousand tons or by 43%, and in value from \$83 to \$56 millions. Of imports of ore, 44% came from Siam, 35% from Netherlands India and 21% from other countries. This ore, with the entire output of the Malay States, is smelted in Singapore and Penang into tin for export. Of exports of tin, 42% went to the United States of America, 34% to the Continent of Europe, 12% to the United Kingdom and 12% to other countries. The reduction of output, both of ore and smelter production, was due to the policy of tin control which was in force in the Malay States, Siam, Nigeria, Bolivia and the Netherlands Indies, to the extent of an average restriction of 56  $\frac{1}{3}$ % on the International Tin Committee's assessment of the output of 1929, throughout the year.

(iii) *Cotton piece-goods*.—Imports increased from 100 to 150 million yards and in gross value from \$14 millions to \$18 millions, of which 57%, in terms of quantity, came from Japan, 26% from the United Kingdom and 17% from other countries, including Russia. The proportions in quantity from Japan and the United Kingdom in 1931 were 50% and 22% respectively, with 28% from other countries.

(iv) *Tinned Pineapples*.—Exports increased from 59,459 to 66,292 tons, or an average of 39,000 cases a week, of which 84% went to the United Kingdom, 4.5% to Canada, 4.2% to the Continent of Europe and 7% to other countries. The gross value increased from \$7,083,000 to \$7,914,000. The industry received a benefit from the reduction of duty from 3 cents to 1 cent (gold) a lb. on imports into Canada accorded to Empire tinned pineapples as a result of the Ottawa Conference.

(v) *Copra*.—Imports increased in quantity from 87,000 to 100,000 tons and in gross value from \$7 to \$8 millions, of which 88% came from Netherlands India, 6% from North Borneo and 6% from other countries. Exports increased in quantity from 188,000 to 197,000 tons and in gross value from \$16 millions to \$19 millions, of which 69% went to the Continent of Europe, 24% to the United Kingdom, 5% to the United States of America and 2% to other countries. The price of copra and other coconut products increased during the year.

(vi) *Rice*.—Although Malays are experts in rice-cultivation, they grow rice for their own needs and not as a commercial crop. The States of Kedah and Perlis alone have an exportable surplus which is consumed in other parts of Malaya. For other Asiatic races, amounting to 63% of the population, rice is imported and constitutes an important item in the barter trade of Singapore and Penang.

Imports of rice decreased in quantity from 691,000 to 592,000 tons and in value from \$48 millions to \$40 millions, a reduction due partly to a reduced population; of imports, 60% came from Siam,



37% from Burma, 1.5% from Saigon and 1.5% from other countries. Exports, of which all but 1,917 tons were re-exports, increased from 175,000 tons to 183,000 tons, declining slightly in gross values from \$13.4 millions to \$12.6 millions. Of these exports, 83% were to Netherlands India, 7% to Sarawak, 3% to North Borneo and 7% to other countries.

The price of rice declined from \$4.46 to \$3.64 a pikul or from .93*d.* to .76*d.* a lb.

(vii) *Palm-oil*.—Imports amounted to 14 tons valued at \$2,564, from Sumatra, as compared with 89 tons (from the same place) the previous year. Exports which were thus almost entirely domestic production, increased from 4,664 tons to 7,906 tons, and in value from \$1,027,000 to \$1,139,000. Of exports 45% went to the United Kingdom, 17% to the Continent of Europe, 15% to Sumatra, 12% to the United States of America, and 11% to other countries.

Production is principally in the State of Johore. A bulking plant in the Singapore Harbour Board area was erected during the year from which oil is conveyed direct in a pipe line to the ships at the wharves.

Tables I-XVIII, as published in the previous report, have not been reproduced as this detailed information is contained in the separate reports on the foreign trade of Malaya for the year 1932 to which reference has already been made.

## CHAPTER VIII

### Wages and the Cost of Living

#### A.—WAGES

Standard rates of wages for Southern Indian labourers are prescribed by law in certain key districts over Malaya and these rates tend in practice to regulate the rate of wages earned in other districts and by labourers of other races.

In the Colony the only key district in which standard wages were in force was Province Wellesley where the prescribed rates were 40 cents a day for an able-bodied adult male labourer and 32 cents for an able-bodied adult female, as in the previous year.

The average price per gantang (8 lbs.) of No. 2 Siam rice in Singapore, Penang and Malacca declined from 32, 38 and 27 cents in January to 28, 30 and 27 cents in December.

In the island of Penang and in the Dindings daily rates varying from 35 to 40 cents for a male labourer and from 27 to 32 cents for a female labourer were paid. The labour forces on Province Wellesley estates are very settled. On the older estates which have employed Tamil labour for a long time many of the labourers have been born on the estates and are frequently not entirely dependent on their check-roll wages.

In Singapore the daily rates of wages on estates ranged from 35 to 55 cents for an able-bodied adult Indian male labourer and from 32 to 35 cents for an able-bodied adult Indian female labourer.



Many employers paid their tappers by results. The rates of wages paid to Chinese and Javanese labourers were about the same as those paid to Indians. Government Departments paid from 47 to 84 cents and miscellaneous employers from 50 to 85 cents.

In Malacca, able-bodied Indian adult male labourers on estates earned 35 cents and able-bodied adult female labourers 27 cents a day. Store and factory labourers received 40 to 50 cents. In the Government Departments the rates of wages were from 40 cents for males and 32 cents for females. Chinese were mostly employed on contract at rates varying from 35 to 45 cents a day. Javanese and Malays earned as much as Southern Indians.

The law requires every employer to provide at least 24 days' work in each month to every labourer employed.

Workmen employed in skilled trades naturally commanded much higher rates of wages.

There is no indentured labour in the Colony.

#### B.—AVERAGE PRICES AND THE COST OF LIVING

For average prices, declared trade values, exchange, currency and cost of living, reference is invited to the separate report on this subject published annually by the Statistics Department. Local commodity prices declined by 17% in wholesale and by 11% in retail values as compared with 1931. Exceptions to the general decline were coffee beans, coconut oil, copra, kerosene, pepper (black), tapioca and tin. The decline, however, was not so steep as in the previous year, and quantitative imports and exports in certain important articles increased. The price of tin at the beginning of the year was £139 and at the end of the year £149 a ton. The corresponding prices of rubber were 3¼d. and 27/16d. per lb. The following are weighted index numbers of the average market prices of 15 principal commodities (13 wholesale and two retail) published in the monthly Trade Return:—

| Year             | 1929 | 1930 | 1931 | 1932 |
|------------------|------|------|------|------|
| Index Numbers .. | 100  | 80.9 | 59.6 | 49.1 |

There was also a general decline in the market prices of food-stuffs as reported by the Municipal Authorities of Singapore, Penang and Malacca and published monthly in the *Gazette*. The decrease was more or less uniform for the principal articles under all the heads (meat, eggs, fish, vegetables, fruit, currystuffs and sundries) which were taken into account and depended to some extent on the supplies available, particularly in the case of fish. The weighted index number of the general food budget, based on Singapore market prices, for the years 1914 to 1932 were as follows, and it is interesting to note that the index for 1932 would appear to be below that of 1914.

| Year          | 1914 | 1922 | 1926 | 1929 | 1930 | 1931 | 1932 |
|---------------|------|------|------|------|------|------|------|
| Index Numbers | 100  | 137  | 152  | 140  | 126  | 102  | 94   |

Municipal assessment values indicating rent movements during 1932 showed decreases for Singapore of 19%, Penang 15% and



Malacca 10% at the end of December as compared with the previous year. There was a decline in the cost of living of 13.1% in the Asiatic standard, of 11% in the Eurasian standard and of 7.6% in the European standard, particulars of which for each month during 1932 and annually from 1914 (1915–1917 excepted) are published in the report of Average Prices mentioned above.

## CHAPTER IX

### Education and Welfare Institutions

#### A.—GENERAL

Educational facilities are provided in the Colony in English and in various vernacular languages—Malay, Chinese and Tamil.

Schools are either Government, Aided by Government, or Private.

All schools, *i.e.* places where fifteen or more persons are habitually taught in one or more classes, except where the teaching is of a purely religious character, and all supervisors, committees of management and teachers of schools, must be registered in accordance with the Registration of Schools Ordinance, 1926. To be a supervisor, a member of the committee of management or a teacher of an unregistered school is an offence against the Ordinance. Under the Ordinance the Director of Education may refuse to register any school that is unsanitary or that is likely to be used for the purpose of propaganda detrimental to the interests of the pupils or as a meeting place of an unlawful society. The Director of Education may also, in certain circumstances, refuse to register a person as a supervisor, a member of a committee of management or a teacher. The Director of Education, however, interferes as little and as seldom as possible.

There was constituted in 1909 an Education Board, composed of four official and four unofficial members, with the following functions:—

- (i) to determine the amount of fees to be charged in Government schools, and to receive all such fees;
- (ii) to submit to Government the Annual Estimates for educational purposes and to make recommendations thereon;
- (iii) to advise the Government as to the purpose for which moneys devoted to education should be expended and upon any matters connected with education which may from time to time be referred to it by the Governor.

This Board, in addition to school fees, receives the proceeds of an education rate of 2 per cent. on property in municipalities and 1 per cent. on property in rural areas to be devoted to the purposes of education within the Colony.

#### B.—ENGLISH EDUCATION

The English Schools are schools in which English is the medium of instruction. Few of the pupils are English speaking when they join, and the lowest class may be composed of children speaking



between them some seven or eight different languages or dialects, those speaking one language or dialect being generally quite unable to understand those speaking any of the others. In the circumstances the use of the "Direct Method" of teaching English is practically obligatory. Children are accepted into the lowest class at the age of six or seven and they are given an education which ends as a rule with their presentation at the Cambridge School Certificate Examination, though one or two stay on and prepare for the London Matriculation Examination.

The fees are \$30 (£3 10s.) a year for the first six years (*i.e.* for the years spent in the Primary Division of the school) and \$48 (£5 12s.) a year for the remaining period. Attendance is not compulsory.

In 1932 there were 24 Government and 31 Aided Schools in the Colony—24 situated in Singapore, 22 in Penang, 8 in Malacca and 1 in Labuan.

The average enrolment was 26,319 (10,217 in Government and 16,102 in Aided Schools).

Of the 26,319 pupils in English Schools, 4,333 or 16.46% of the pupils were enjoying free education. The details of the nationalities so benefited were 1,005 Europeans and Eurasians, 1,512 Malays, 1,558 Chinese, 230 Indians and 28 others.

The Aided English Schools are managed by various Missionary bodies—The Christian Brothers, the Methodist Episcopal Mission, the Church of England, the Portuguese Catholic Church, and the Sisters of the Holy Infant Jesus.

The Government pays to such schools monthly grants equal to the difference between their revenue and approved expenditure. The approved expenditure includes Government rates of pay for the lay staff, rates and taxes on school premises, the cost of minor repairs and equipment, and salaries in respect of Missionary teachers at the rate of £420 per annum for a male and £280 per annum for a female missionary. Capital grants amounting to half the cost of approved new buildings are also paid by the Government under certain conditions.

The basis on which Grants-in-Aid are paid is now being revised consequent on the report of a committee appointed by Government in 1932 to enquire into the matter.

The Government Afternoon schools in Singapore, which were designed in 1930 to accommodate the many surplus pupils who are below the standard required for the Government and Aided morning schools, reached a very satisfactory standard in 1932. They give a sound elementary English education on the same lines as that given in morning schools—excluding Physical Training and Art—to boys in classes from Primary to Junior Cambridge. The enrolment increased from 416 in 1931 to 724 in 1932, while the number of pupils in private schools showed a similar decrease. In 1932 the total expenditure was \$32,404 and the total revenue \$26,528. Under the new arrangements these classes will be entirely self-supporting in 1933.



The private English schools may be divided into two main classes:—

- (a) those controlled by religious bodies and accommodated in proper school buildings;
- (b) those carried on by individuals (mainly Indians) for profit and accommodated in any sort of building from shop-house or private house to office or godown. In the case of the latter overcrowding is common and a cheap and meagre staff is generally employed. The pupils at such schools are usually overaged or dull or both. In Singapore in 1932 there were 55 such schools with an enrolment of 5,700.

There is no central college for the training of teachers for English Schools. Such training is supplied at Normal Classes held at one centre in each of the three Settlements. The students who attend these Normal Classes, men and women alike, are required to hold Cambridge School Certificates with credits in at least two of the subjects English, Elementary Mathematics, History, Geography and Drawing or Certificates accepted by the Director of Education in lieu thereof, and they must be at least 16 years of age: they must have also satisfied the Education Department in an Oral English Examination. Those selected are appointed as Student Teachers and they then spend three years in an English school studying and watching the teaching. In the mornings they spend at least two hours in the classrooms studying teaching methods or themselves teaching prepared lessons. In the afternoons and on Saturday mornings they attend the Normal Classes. The Normal Class Instructors are European Masters and Mistresses, the majority being Government officers. The subjects of instruction are English (Language and Literature), the Theory and Practice of Teaching, Hygiene, Physical Training and, in some centres, Art. An examination has to be passed each year, those for the first and third years being conducted by a central authority and that for the Second Year by the local Inspector of Schools and Instructors. Student Teachers who pass the Third Year Examination become "Trained Teachers".

Certain selected students, student teachers or teachers are given three-year scholarships to Raffles College there to undergo a course of practically university standard to fit them for the teaching of subjects in the secondary classes of the English schools. They are allowed to specialise in certain branches. In 1932 there were 48 of these College students, 23 from Singapore, 19 from Penang and 6 from Malacca.

### C.—VOCATIONAL AND INDUSTRIAL EDUCATION

*Technical Education.*—Pupils from the Straits Settlements are admitted to the Government Technical School, Kuala Lumpur, which provides courses of training for students from the Public Works, Railways, Electrical and Posts and Telegraphs Departments, and which gives accommodation also to a class conducted by the Survey Department for its own untrained subordinates.

*Agricultural Education.*—There is no school of agriculture in the Straits Settlements, but pupils may proceed to the Malayan School



of Agriculture at Serdang, Federated Malay States, where one-year and three-year courses of study are available.

*Commercial Education.*—Courses of study covering two years are provided by the Commercial Department of Raffles Institution, Singapore, and by the Government Commercial School, Penang.

In addition Evening Classes are conducted at Singapore in Typewriting, Shorthand, Book-keeping, Plumbing (theoretical) and Sanitary Engineering, Building Construction, Theory of Structures, Surveying, Chemistry and Navigation. There is also an Evening Class at Malacca, but Typewriting is the only subject taught.

*Industrial Education.*—The Singapore Trade School admitted 43 new students in January 1932. The minimum educational standard for entrants was raised, no boys being admitted who had not passed Standard VI. Many had considerably higher qualifications. Forty-four students commenced their second year course at the same time, making a total of 87 for the year 1932. By the kindness of the Far East Acetylene Company, 12 boys received a month's training in Oxyacetylene welding at Pasir Panjang.

Tests were given in both practical and theoretical work at the close of each term. These revealed continuous satisfactory improvement. The bench work has now reached a very high standard, the work done by the best boy being accurate to within 1/8th of 1/1000th of an inch in all directions, and on the lathe to 1/1000th of an inch. Local firms and employers of labour have taken a keen interest in the school and have shown their appreciation in a practical way by valuable and educationally useful gifts, including units of electrical equipment, carburettors, and a Ford sectionised Chassis. This school functions not merely as a workshop, but as an educational institution with a life and tradition of its own.

The new Trade School, Penang was opened on 1st June, 1932 with 35 students, of whom over one-third were boys with either Junior or School Certificates. This school also provides a three-year course in Fitting, Motor Mechanics, Plumbing, etc. It is doing satisfactory work.

#### D.—UNIVERSITY AND COLLEGIATE (POST-SECONDARY) EDUCATION

The highest educational institutions in Malaya are the King Edward VII College of Medicine, Singapore and Raffles College, Singapore. The course of the College of Medicine covers six years and is recognised by the General Medical Council of the United Kingdom. Licentiates of the College are thus able to secure admission to the Colonial list of the Medical Register and to be registered as medical practitioners in any part of the British Dominions.

Raffles College, Singapore was opened in 1928 in order to place education of a University standard within the reach of all the youths of British Malaya who are capable of profiting by it, and to meet an urgent need for qualified teachers for secondary classes. It provides three-year courses in Arts and Science. Diplomas are awarded to successful students.



Two scholarships, known as Queen's Scholarships, the value of which may amount to £500 for the first year and £400 for any subsequent year up to six years, may be awarded in each year after examination and selection. The examining body is appointed by the Cambridge Delegacy, and it is a condition that no scholarship shall be awarded to a candidate who, in the opinion of the examining body, is not fit to study for an honours degree at Oxford or Cambridge. Queen's Scholars are ordinarily required to proceed to a residential College at Oxford or Cambridge.

The annual examination for these scholarships, the ninth since they were restored by Government in 1923, was held in October. The two successful candidates were Mr. TAN SIM ENG and Miss T. A. OEHLERS, both of Raffles Institution, Singapore. The former proposes to study Law and the latter Medicine. Thirteen candidates competed for this examination.

### E.—VERNACULAR EDUCATION

*Malay Vernacular Schools.*—Malay Vernacular Education is entirely free. School buildings (as a rule), quarters for staff, staff, equipment and books are all provided by the Government.

The aim in these schools is (i) to give a general and practical education to those boys who have no desire for an education in English, and who will find employment either in agriculture or in appointments in which a knowledge of the vernacular is all that is required, and (ii) to provide a sound foundation in the vernacular on which an education in English can be superimposed in the case of boys who desire to proceed eventually to an English School.

The school course normally lasts five years, in the course of which period the pupils pass through five standards. The subjects of the curriculum are Reading and Writing (in the Arabic and Romanised script), Composition, Arithmetic, Geography, Malay History, Hygiene, Drawing and Physical Training. Boys do Basketry and Gardening in addition and girls do Needlework and Domestic Science.

In 1932 there were 216 Malay Vernacular Schools with an average enrolment of 23,657 pupils. In addition there was an aided school at Pulau Bukom, Singapore, with 54 pupils.

Those who are to become teachers in the Malay Vernacular Schools are in the first instance selected from the pupils who have shown promise. As pupil-teachers they both teach and study till they attain their sixteenth birthdays, about which time they sit for an examination qualifying for admission to the Sultan Idris Training College, Tanjong Malim. If they do sufficiently well they are accepted into the College and there undergo a three year course. Graduates of the College are designated "Trained Teachers".

*Chinese Vernacular Schools.*—There are no Government Chinese Schools in the Colony. The number of Chinese schools receiving grants-in-aid in 1932 was 10 in Singapore, 24 in Penang and 3 in Malacca. The grants-in-aid are now being revised consequent on the report of a Committee appointed by Government in 1932 to enquire into the matter.



There are three types of schools:—

- (i) those managed by properly constituted committees;
- (ii) pseudo-public schools, *i.e.* schools organised by one or more teachers who choose their own "committee members";
- (iii) private schools run by a teacher who relies on school fees, these schools being usually small and old in type.

There are several free schools at which a nominal fee of 50 cents (1s. 2d.) a month is charged. The fees in other schools are usually round about \$2 (4s. 8d.) a month.

In almost all the private schools the native dialects of the pupils are still used in teaching, but in the other schools Colloquial Mandarin is the almost universal language of instruction. English is taught in many of the large schools and in some of the smaller. The standard is very low, but attempts have been made to improve it by insisting on a minimum qualification of the Cambridge Junior Certificate from teachers engaged solely to teach English, and by having a standard curriculum drawn up for the guidance of teachers of English.

The Primary course in Chinese schools normally takes six years to get through. The Government has little, if any, control over the fees charged, the hours of attendance or the length of holidays in any except the Aided Schools. The usual school subjects are found in the curricula.

There was only one purely secondary school in the Colony—the Chinese High School in Singapore. In Penang there were three schools for males providing a secondary education, together with a primary course, and one in Malacca, but the course of study in the last was not complete. Four girls' schools in Singapore, and one in Penang provided a Normal Class.

At the close of 1932 there were 325 registered schools with 1,069 registered teachers and 22,028 pupils (of whom 5,495 were girls).

*Tamil Vernacular Schools.*—There are no Government Tamil Schools in the Straits Settlements. Most of the Tamil schools in Penang and Province Wellesley and all those in Malacca are estate schools, founded either voluntarily or by order of the Controller of Labour. The remainder are private schools run by Mission bodies or Committees. There are some private schools in Singapore which are of a poor standard.

The number of Tamil schools receiving grants-in-aid in 1932 was 22 in Penang and 11 in Malacca, with an average enrolment of 1,371 and 286 respectively. No Singapore schools are in receipt of grants-in-aid. The grants-in-aid are now being revised consequent on the report of a Committee appointed by Government in 1932 to enquire into the matter.

No fees are charged in Estate schools, but in some of the schools run by private bodies the pupils pay. There is usually an arrangement in such schools whereby poor children pay little or nothing. The subjects of the curriculum are reading, dictation, writing, arithmetic.



and in the higher classes, composition and geography. The standard of work differs considerably from school to school, but the general standard in reading, writing, dictation and simple arithmetic is good.

#### F.—MUSIC, ART AND DRAMA

*Music.*—Singing is taught as a class subject in the lower classes of all English schools. Folk songs, national songs, Rounds and Nursery Rhymes are taught as aids to the teaching of English. In some senior schools, lessons on musical appreciation are given and illustrated by gramophone selections. It is reported that a fair percentage of the pupils attending schools show musical aptitude. An oral test proved that about 60 per cent. of the pupils in the singing classes have an ear for music. A number of schools have orchestras.

Periodical orchestral Concerts for the benefit of the school children in Singapore are held with great success. These provide an excellent training in musical appreciation at an extremely low cost to Government.

*Art.*—All English schools and many vernacular schools follow a progressive scheme in Art which is revised annually. The work is uniformly good in Singapore and Penang schools.

*Drama.*—Dramatisation forms a part of the English curriculum of all English schools. The lower standards act simple plays and dramatise stories. The senior boys and girls act scenes from Shakespeare.

#### G.—ORPHANAGES AND WELFARE INSTITUTIONS

The St. Nicholas Home (a Church of England institution supported by the Government), receives blind and physically defective children, without restriction as to race or religion, from all over Malaya. There was an average of 12 boys and girls in the Home during 1932. This Home is at Penang. It gives instruction in Braille by a qualified instructor.

There are eleven orphanages in the Colony (three in Singapore, six in Penang and two in Malacca), with 1,121 orphans in 1932, maintained by various religious bodies. The majority of these orphanages receive some measure of Government support.

The orphans are educated in their own language and in addition, receive an elementary English education. The girls are then taught housekeeping and needlework. They generally marry or take up domestic service when they leave, but some continue their education at English schools and become teachers or hospital nurses. The boys go to English schools where they receive the same treatment as ordinary pupils.

Po Leung Kuk Homes, established in connection with rescue work among women and girls, are maintained at Singapore, Penang and Malacca. The Homes are supported by private and Government subscriptions, and are supervised by committees of which the Secretary for Chinese Affairs is the Chairman.



Victims of traffickers, women and girls discovered on boats from China in suspicious circumstances, as well as mui tsai, who complain of ill-treatment, are detained in the Homes, where they remain until suitable arrangements can be made for their welfare.

The Home in Singapore has accommodation for 300.

## CHAPTER X

### Communications and Transport

#### A.—SHIPPING

Communication by sea between the various settlements which comprise the Colony is frequent and regular.

There is a weekly mail service between Singapore and Labuan, which is carried out by ships belonging to the Straits Shipping Company. Malacca is in constant and regular touch with Singapore and Penang through the vessels of the Straits Steamship Company. In addition to the local services between Singapore and Penang, a large majority of the mail and passenger ships which call at Singapore, either eastward bound or westward bound, call at Penang also. Christmas Island is served by the s.s. "Islander" belonging to the Christmas Island Phosphate Company, which maintains a five-weekly service.

In regard to its external sea communications the Colony is extremely favourably situated, Singapore being a modal point for traffic between Europe, Netherlands India and the Far East.

The slump in world trade continued throughout 1932 and shipping was proportionately affected—the tonnage showing a further decrease as compared with the year 1931. (*See Tables on pages 40 and 41*).

Owing to this depression there were more than 2,000 unemployed seamen (Chinese, Bengalis and Malays) in Singapore.

The tonnage of all vessels, *i.e.* merchant vessels, native craft, men-o'-war, etc., entered and cleared at the six ports of the Colony during the year 1932 was 45,781,288 tons, being a decrease of 405,459 tons as compared with the year 1931.

Of this decrease Singapore is responsible for 523,096 tons; Penang for 100,662 tons; Labuan, Dindings and Christmas Island together for 19,187 tons; while Malacca shows an increase of 237,486 tons.

Comparing the tonnage of merchant-vessels only (*i.e.* all vessels above 75 tons net register) the decrease is 194,996 tons.

In the last five years the combined arrivals and departures of merchant vessels have been as follows:—

|      |    |    |    |                 |
|------|----|----|----|-----------------|
| 1928 | .. | .. | .. | 42,987,154 tons |
| 1929 | .. | .. | .. | 45,435,395 "    |
| 1930 | .. | .. | .. | 46,588,856 "    |
| 1931 | .. | .. | .. | *43,632,445 "   |
| 1932 | .. | .. | .. | 43,437,449 "    |

\* The apparent decrease in the tonnage is due to the change in classification from "under 50 tons" in 1930 to "under 75 tons" in 1931.



*Statement showing Nationality, number and tonnage of Vessels entering and clearing the Ports of the Straits Settlements, 1932*

| NATIONALITY | SINGAPORE        |            |                       |            |         |      | PENANG           |       |                       |            |         |    |
|-------------|------------------|------------|-----------------------|------------|---------|------|------------------|-------|-----------------------|------------|---------|----|
|             | MERCHANT SHIPS   |            |                       | MEN-OF-WAR |         |      | MERCHANT SHIPS   |       |                       | MEN-OF-WAR |         |    |
|             | Over 75 Tons Net |            | 75 Tons Net and Under |            |         |      | Over 75 Tons Net |       | 75 Tons Net and Under |            |         |    |
|             | No.              | Tons       |                       | No.        | Tons    |      | No.              | Tons  |                       | No.        | Tons    |    |
| British     | 4987             | 10,001,858 | ..                    | ..         | 242,516 | 2938 | 7,674,308        | ..    | ..                    | 16         | 8,240   | .. |
| American    | 89               | 465,811    | ..                    | ..         | ..      | 75   | 417,627          | ..    | ..                    | ..         | ..      | .. |
| Chinese     | 73               | 26,961     | ..                    | ..         | ..      | ..   | ..               | ..    | ..                    | ..         | ..      | .. |
| Danish      | 155              | 616,358    | ..                    | ..         | ..      | 90   | 325,336          | ..    | ..                    | ..         | ..      | .. |
| Dutch       | 4568             | 6,389,201  | ..                    | ..         | ..      | 1077 | 1,206,805        | ..    | ..                    | ..         | ..      | .. |
| French      | 405              | 1,897,142  | ..                    | ..         | 61,800  | 92   | 735,932          | ..    | ..                    | 2          | 13,200  | .. |
| German      | 299              | 1,324,674  | ..                    | ..         | ..      | 170  | 761,676          | ..    | ..                    | ..         | ..      | .. |
| Italian     | 119              | 675,204    | ..                    | ..         | 35,260  | 50   | 197,664          | ..    | ..                    | 2          | 2,100   | .. |
| Japanese    | 1352             | 5,293,138  | ..                    | ..         | 38,800  | 220  | 1,013,774        | ..    | ..                    | ..         | ..      | .. |
| Latvian     | ..               | ..         | ..                    | ..         | ..      | ..   | ..               | ..    | ..                    | ..         | ..      | .. |
| Norwegian   | 762              | 1,354,627  | ..                    | ..         | ..      | 182  | 225,260          | ..    | ..                    | ..         | ..      | .. |
| Panama      | 7                | 24,548     | ..                    | ..         | ..      | ..   | ..               | ..    | ..                    | ..         | ..      | .. |
| Portuguese  | 2                | 2,864      | ..                    | 2          | 7,000   | ..   | ..               | ..    | ..                    | ..         | ..      | .. |
| Russian     | 66               | 180,686    | ..                    | ..         | ..      | ..   | ..               | ..    | ..                    | ..         | ..      | .. |
| Swedish     | 54               | 216,546    | ..                    | ..         | ..      | 40   | 155,642          | ..    | ..                    | ..         | ..      | .. |
| Sarawak     | 150              | 81,153     | ..                    | ..         | ..      | ..   | ..               | ..    | ..                    | ..         | ..      | .. |
| Siamese     | 364              | 200,641    | ..                    | ..         | ..      | ..   | ..               | ..    | ..                    | 6          | 1,738   | .. |
| Yugo Slavia | 2                | 7,126      | ..                    | ..         | ..      | ..   | ..               | ..    | ..                    | ..         | ..      | .. |
| Total       | 13454            | 28,758,538 | 30869                 | 1,271,193  | 84      | 4934 | 12,714,024       | 12448 | 524,529               | 26         | 25,278  | .. |
| ± 1931      | -631             | -472,312   | -2597                 | -110,810   | +2      | -470 | -13,412          | -1269 | -51,865               | -16        | -35,028 | .. |



*Statement showing Nationality, number and tonnage of Vessels entering and clearing the Ports of the  
Straits Settlements, 1932*

| NATIONALITY   | MALACCA          |                  |                       |                |           |           | LABUAN           |                |                       |               |            |                |
|---------------|------------------|------------------|-----------------------|----------------|-----------|-----------|------------------|----------------|-----------------------|---------------|------------|----------------|
|               | MERCHANT SHIPS   |                  |                       | MEN-OF-WAR     |           |           | MERCHANT SHIPS   |                |                       | MEN-OF-WAR    |            |                |
|               | Over 75 Tons Net |                  | 75 Tons Net and Under |                |           |           | Over 75 Tons Net |                | 75 Tons Net and Under |               |            |                |
|               | No.              | Tons             | No.                   | Tons           | No.       | Tons      | No.              | Tons           | No.                   | Tons          | No.        | Tons           |
| British       | 1036             | 916,248          | ..                    | ..             | ..        | ..        | 264              | 229,754        | ..                    | ..            | ..         | ..             |
| American      | 2                | 1,018            | ..                    | ..             | ..        | ..        | 2                | 1,316          | ..                    | ..            | ..         | ..             |
| Chinese       | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Danish        | 32               | 117,808          | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Dutch         | 34               | 69,572           | ..                    | ..             | ..        | ..        | 6                | 2,084          | ..                    | ..            | ..         | ..             |
| French        | 10               | 44,954           | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| German        | 72               | 314,712          | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Italian       | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Japanese      | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Latvian       | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Norwegian     | 77               | 60,623           | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Panama        | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Portuguese    | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Russian       | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Swedish       | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Sarawak       | ..               | ..               | ..                    | ..             | ..        | ..        | 6                | 1,436          | ..                    | ..            | ..         | ..             |
| Siamese       | 32               | 24,482           | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| Yugo Slavia   | ..               | ..               | ..                    | ..             | ..        | ..        | ..               | ..             | ..                    | ..            | ..         | ..             |
| <b>Total</b>  | <b>1295</b>      | <b>1,549,417</b> | <b>5019</b>           | <b>107,380</b> | <b>..</b> | <b>..</b> | <b>278</b>       | <b>224,590</b> | <b>2923</b>           | <b>29,983</b> | <b>..</b>  | <b>..</b>      |
| <b>± 1931</b> | <b>-134</b>      | <b>+178,524</b>  | <b>-215</b>           | <b>-16,620</b> | <b>..</b> | <b>..</b> | <b>+7</b>        | <b>+3,138</b>  | <b>+48</b>            | <b>+4,172</b> | <b>-10</b> | <b>-20,714</b> |

NOTE:—To the above figures must be added:—  
 Dindings. Total Net Tonnage entered and cleared 1932:—84,506 tons—a decrease of 22,850 tons.  
 Christmas Island. Total Net Tonnage entered and cleared 1932:—96,474 tons—an increase of 17,016 tons.  
 Total Tonnage entered and cleared in 1932:—45,781,288—a decrease of 405,459 tons.  
 Total Merchant ship tonnage entered and cleared in 1932:—45,370,634 tons—a decrease of 409,753 tons.  
 Total Merchant ship tonnage over 75 tons entered and cleared in 1932:—43,437,449 tons—a decrease of 194,996 tons.  
 Total Merchant ship tonnage under 75 tons entered and cleared in 1932:—1,933,085 tons—a decrease of 214,857 tons.



## B.—ROADS

The total mileage of metalled roads in the Colony at the end of 1932 was 936, of which 239 miles of roads and streets were maintained by the Municipalities of Singapore, Penang and Malacca, and 697 miles in the Rural areas were maintained by the Public Works Department for Government. In addition to the metalled roads, there are 131 miles of gravel roads, natural road and hill path maintained by Government.

The mileage in the various Settlements is as follows:—

| —               |    | MUNICIPAL       | GOVERNMENT     |                            |       | TOTAL  |
|-----------------|----|-----------------|----------------|----------------------------|-------|--------|
|                 |    | Roads & Streets | Metalled Roads | Unmetalled & natural Roads | Total |        |
| Singapore ..    | .. | 153.5           | 106.4          | 3.1                        | 109.5 | 263    |
| Penang ..       | .. | 68              | 70.7           | 40.3                       | 111.0 | 179    |
| Dindings ..     | .. | ..              | 33.4           | 19.7                       | 53.1  | 53.1   |
| P. Wellesley .. | .. | ..              | 181.5          | 25.6                       | 207.1 | 207.1  |
| Malacca ..      | .. | 18              | 285.2          | 21.3                       | 306.5 | 324.5  |
| Labuan ..       | .. | ..              | 19.8           | 21.4                       | 41.2  | 41.2   |
| TOTAL ..        | .. | 239.5           | 697.0          | 131.4                      | 828.4 | 1067.9 |

*Expenditure.*—The total special expenditure on the remetalling and reconstruction of roads outside the Municipalities during the year was \$353,029 and the length of roads so dealt with was 17.6 miles.

The expenditure on maintenance, amounting to \$462,140, was reduced to a minimum owing to the need for strict economy, but the roads were nevertheless maintained at a standard of efficiency requisite to meet the demands of modern traffic.

The cost of maintenance per mile of metalled and unmetalled roads over the last five years was as under:—

|      |    |    |    | \$  |
|------|----|----|----|-----|
| 1928 | .. | .. | .. | 871 |
| 1929 | .. | .. | .. | 872 |
| 1930 | .. | .. | .. | 970 |
| 1931 | .. | .. | .. | 965 |
| 1932 | .. | .. | .. | 558 |

The average cost over the same period was \$855 per mile.

The principal reconstruction work was on the main Singapore—Johore road where a length of 8 miles is being widened to 30 feet between curbs, straightened, and surfaced with asphaltic concrete, 2½ miles having been completed by the end of the year.

The Singapore Municipality spent a sum of \$1,022,203 on road-work and drains, including 1.69 miles of new road construction. An experimental length of rubber roadway was laid in Raffles Place, one of the busiest shopping and business thoroughfares in Singapore. The rubber surface was laid by a firm of local contractors, by a patent process, in the form of a continuous carpet ¾" thick.



The area laid was 871 square yards at a cost of \$3,383 or \$3.90 per square yard. The paving stands up well to the traffic and its resistance to skidding as measured by the co-efficient of friction, is greater than the best non-skid dressed sheet asphalt and concrete pavings in the city.

The Penang Municipality spent a sum of \$97,974 and the Malacca Municipality a sum of \$37,000 on maintenance and reconstruction of roads.

*Traffic.*—Most of the roads in the Colony are subject to very heavy motor lorry traffic and loads of 14 tons on two axles have been found using the highways. The average weight of traffic per day at the traffic census point on the 7th mile main Trunk Road (Singapore to Johore) was 5,157 tons, the intensity of traffic per foot width of road per day being 260 tons.

### C.—RAILWAYS

The railways in the Colony are owned by the Federated Malay States Government. Singapore and Penang (Prai) are the termini of the main West Coast Line. Singapore is connected with the mainland by a Causeway carrying both railway and road, but communication between Prai and the island of Penang is by ferry. Malacca is linked to the system by a branch line from Tampin.

From Penang another line runs North to the Siamese frontier station of Padang Besar and there connects with the Royal State Railways of Siam. Through traffic was opened on the 1st July, 1918, the distance from Singapore to Bangkok being 1,195 miles.

The day and night mail trains running between Singapore and Prai are provided with restaurant cars and sleeping saloons. The journey of 488 miles takes 22 hours.

Deviation of the railway in Singapore between Bukit Timah and the Tanjong Pagar docks was completed and the line was opened for traffic on the 3rd May, 1932.

### D.—AIRWAYS

*Singapore Civil Aerodrome.*—The construction of the Singapore Civil Aerodrome was commenced in 1931 and continued throughout 1932. It is hoped that it will be ready for use in 1936. The work involves the reclamation of approximately 264 acres of the Kallang Basin, a tidal basin, situated only two miles from the centre of Singapore and between the business and residential areas, which form the Eastern portion of the city. The amount of filling necessary for the reclamation work is estimated to be 7,000,000 cubic yards.

When it is completed Singapore will possess a landing ground of 1,000 yards diameter and an extensive and sheltered anchorage for seaplanes practically in the heart of the city and fully equipped with hangars, workshops and offices for both land and seaplanes.

During 1932 \$908,780 was spent, the actual reclamation work having been commenced in May.

Pending the completion of the Civil Aerodrome the Royal Air Force Base at Seletar is used by commercial aircraft through the courtesy of the Air Ministry, hangar accommodation having been specially provided for Civil aircraft.



*Penang.*—The construction of the Penang Civil Aerodrome near Bayan Lepas, about 10½ miles south of Georgetown, was commenced in March and the principal levelling and drainage work completed by the end of the year at a cost of \$135,741. The turfing and finishing work was still in progress, but it is interesting to record that the first aeroplane to use the aerodrome landed unofficially in January, 1933.

The main landing ground is 1,000 yards in diameter and is drained by an open perimeter ditch and by a system of sub-soil drains. In addition a space is being provided 200 yards wide, all round the landing ground to give extra clearance for aeroplanes taking off.

*Malacca.*—Work has been carried out on the golf course at Lerek, six miles North of Malacca Town, to make a landing ground for aeroplanes in case of emergency.

Particulars of the Air Mail and public transport services are given in the section following dealing with posts.

## E.—POSTS, TELEGRAPHS, TELEPHONES AND WIRELESS

### (a) POSTS

Postal facilities are provided in all the towns and larger villages in the Straits Settlements. In addition to the Head Post Offices at Singapore, Penang and Malacca and the Post Office at Labuan, there were 57 post offices in the Colony on the 31st December, 1932, this number including various offices where limited postal duties are carried out by postal agents. The number of posting boxes, exclusive of those at Post Offices, Sub-Post Offices and Postal Agencies, was 195 on the 31st December. Ninety-four licences for the sale of stamps were issued during the year.

On the 1st January, 1932, the minimum rate of postage on local letters was raised from four cents to five cents, and on letters for other British Empire countries from six cents to eight cents. The postage rates now in force are as follows:—

|             | LETTERS                      |                     | POSTCARDS |         | PRINTED PAPERS |
|-------------|------------------------------|---------------------|-----------|---------|----------------|
|             | 1st oz.                      | Each succeeding oz. | Single    | Reply   | Every two ozs. |
| Foreign ..  | 12 cts.                      | 6 cts.              | 6 cts.    | 12 cts. | 2 cts.         |
| Imperial .. | 8 „                          | 4 „                 | 4 „       | 8 „     | 2 „            |
| Local ..    | 5 cents not exceeding 2 ozs. | 1 „                 | 2 „       | 4 „     | 2 „            |

The continued trade depression was reflected in the volume of business conducted by the Post Office throughout the year, most of the activities of the Department showing a decline as compared with previous years. The number of postal articles dealt with during 1932 is estimated at 40,760,530, a decrease of 11 per cent. as compared with 1931. These figures include official, ordinary, registered and insured letters, postcards, printed papers, commercial papers and sample packets and parcels. Closed mails in transit, to the number of 134,489 sacks, were handled at Singapore, Penang and Malacca, during the year.

Regular weekly mails for Europe were forwarded alternately by vessels of the Peninsular and Oriental Steam Navigation Company



and by the British India contract service *viâ* India. The average time taken by mails from Singapore to reach London was 23 days *viâ* India and 22 days by the Peninsular and Oriental Steam Navigation Company. In the reverse direction mails from London to Singapore took an average time of 22 days in transit. Vessels of the Blue Funnel, Rotterdam Lloyd, Royal Dutch (Stoomvaart Maatschappij "Nederland"), Messageries Maritimes and Lloyd Trestino lines were also utilised for the transport to Europe of correspondence specially superscribed for conveyance by these vessels.

During the year there were a number of developments in connection with air mails and the volume of air mail correspondence continued greatly to increase. Very little use is now made by the public in the Straits Settlements of the Imperial Airway service between Karachi and London, as the time taken in transit from Malaya to London by this route, *viz.*, about 18 days, affords only a small advantage over the ordinary mails. The Dutch Air Mail in operation between Bandoeng and Amsterdam, calling at Alor Star, was however extensively used and continued to furnish a rapid, regular and reliable service, the average time taken in transit between Alor Star and London being about 9 days.

In March, air mails for the Sudan, Central, East and South Africa were instituted, to connect at Cairo with the southward-bound machines of Imperial Airways, conveyance from Alor Star to Cairo being effected by the Bandoeng—Amsterdam Dutch Air Mail. By this route, mails for Cape Town can reach their destination in 16 days from Alor Star.

The weekly Dutch Air Mail service between Singapore, Palembang and Batavia continued to operate successfully throughout the year, and the conveyance of air mail parcels by this service was introduced on the 1st July. The Dutch Air Mail from Singapore to Medan was discontinued in the early part of the year because of insufficient traffic. Additional air mails for Netherlands India are now despatched by the outward-bound machines on the Amsterdam—Bandoeng flight.

During the year special low air mail fees were made applicable to postcards addressed to various countries.

The operations of the Money Order Branch of the Post Office in 1932 amounted to \$4,873,956; the principal business being with India, which absorbs about 60 per cent. of the total value of money orders issued in the Colony, and with the Malay States, Great Britain, Netherlands India, Ceylon, China and Siam.

#### (b) TELEGRAPHS

Eleven submarine cables radiate from Singapore:—

To Penang 5, thence to Madras 2.

to Colombo 2.

to Deli 1.

To Batavia 2, thence to Cocos 1.

To Banjoewangi 1, thence to Port Darwin 2.

To Hong Kong 1, thence to Manila 1.

thence to North China 1.

thence to Macao 1.

To Cochin China 1, thence to Hong Kong 1.

To Labuan 1, thence to Hong Kong 1.



There are also Government telegraphs lines from Penang to Province Wellesley and thence to Perak, Selangor, Pahang, Negri Sembilan, Kedah, Perlis, Kelantan, Trengganu, Siam, Johore, Malacca and Singapore. In Penang, Province Wellesley and the Dindings there are 179 miles of telegraph wire, 21 miles of submarine cable containing 379 miles of wire, 2,310 miles of overhead telephone wire, and 41 miles of underground telephone cables containing 6,610 miles of wire.

In Singapore, the route and wire mileage is as under—

|                                                                         | Route Mileage | Wire Mileage |
|-------------------------------------------------------------------------|---------------|--------------|
| On Public Roads and on Posts & Telegraphs Poles within Railway Reserves | 49 Miles      | 145 Miles    |

There are 254 miles of telegraph and telephone line in Malacca.

There are 45 Telegraph Offices in the Colony. During the year 657,772 telegrams were dealt with, a decrease of 24 per cent. from the 1931 traffic.

#### (c) TELEPHONES

The Telephone Exchange in Singapore is operated by the Oriental Telephone Company; the exchanges in Penang, Province Wellesley and Malacca by the Post Office.

The number of direct exchange lines connected to the Telephone Exchanges in the Straits Settlements (excluding Singapore) on the 31st of December, 1932 was 1,552, a decrease of 238 compared with 1931. In addition there were 854 extension lines, extension bells and private lines, a decrease of 10 compared with 1931. The net revenue derived from telephones was \$332,044, a decrease of \$10,024, compared with the previous year.

The "Carrier Frequency" systems of speech transmission between Singapore and Penang and between Singapore and Kuala Lumpur and Ipoh, Federated Malay States, referred to in the previous year's report continued to work satisfactorily. The revenue derived from these links was well maintained throughout the year.

One additional telephone exchange at Kepala Batas in Province Wellesley was brought into service on 7th December, 1932.

As a convenience for long distance trunk users a "Personal Call" service was introduced on 15th June, 1932. This service permits of a call being booked for connection to a specified person, the trunk fee being chargeable only if the required person speaks. A small additional fee per call is charged to cover the extra cost of completing such calls. This fee is chargeable whether the call is effective or ineffective.



(d) WIRELESS

There are two Government Wireless Stations in the Colony situated respectively at Paya Lebar, Singapore, and Penaga, Province Wellesley. The machinery and apparatus at both stations were maintained in good working order throughout the year and point to point and ship to shore communication was carried on without interruption. The station at Paya Lebar carries out point to point communication with Kuching, Sarawak and Christmas Island, in addition to a ship to shore service. The station at Penaga communicates with ship stations and receives the British Official Wireless press transmitted by Rugby. Point to point communication is established between Penaga and Bangkok; and telegraph business between Malaya and Siam is conducted by this means whenever there is a failure of the telegraph line between Penang and Bangkok.

Regular transmissions of broadcast programmes from the British Broadcasting Corporation's Empire Station at Daventry, England, were commenced on December 19th. These transmissions were received in this country between 9.30 P.M. and 11.30 P.M. local time.

## CHAPTER XI

### Banking, Currency, Weights and Measures

#### A.—CURRENCY

The standard coin of the Colony is the Straits Settlements silver dollar. This and the half-dollar (silver) are unlimited legal tender. There are subsidiary silver coins of the denominations of 20 cents, 10 cents and 5 cents. There is also a nickel coin of 5 cents denomination. These subsidiary coins are legal tender to the amount of two dollars. There are copper coins of the denominations of 1 cent,  $\frac{1}{2}$  cent and  $\frac{1}{4}$  cent, but there is now practically no circulation of coins of the latter denomination. Copper coin is legal tender up to one dollar. Currency notes are issued by the Colony in the denominations of \$10,000, \$1,000, \$100, \$50, \$10, \$5 and \$1. Notes of the first two denominations are used mainly for bankers' clearances.

During the War, and for some years after, notes of the denominations of 25 cents and 10 cents were issued. These notes are no longer issued, but a fair quantity of them still remain in circulation.

In 1906 the Currency Commissioners were empowered to issue notes in exchange for gold at the rate of \$60 for £7, and by order of the King in Council gold sovereigns were declared legal tender at this rate, the sterling value of the dollar being thus fixed at 2s. 4d. Gold, however, has never been in active circulation in the Colony. When Great Britain abandoned the Gold Standard during the War and again in September 1931, the dollar automatically followed suit. The present position is therefore that the dollar is linked to sterling at the value of 2s. 4d. in terms of that currency.

The Currency Commissioners may accept sterling in London for dollars issued by them in Singapore at a fixed rate of 2s. 4  $\frac{3}{16}$ d. to the dollar, and, *vice versa*, may receive dollars in Singapore in



exchange for sterling sold in London at the rate of 2s. 3 $\frac{3}{4}$ d. to the dollar. The exchange fluctuations in the value of the dollar may therefore vary between these two limits.

Excluding subsidiary coins, the currency of the Colony in circulation at the end of the year consisted of \$68,496,575 in currency notes and \$3,612,793 in dollars and half dollars, while there were still in circulation bank notes issued by the Hongkong and Shanghai Banking Corporation and the Chartered Bank of India, Australia and China to the value of \$136,417 as compared with \$136,690 at the end of 1931.

At the beginning of the year 1932 the Currency Notes in circulation amounted in value to \$67,414,796. There was a slight demand by the public for Currency during the month of February, to meet which \$425,700 were issued in exchange for sterling. Currency notes were also issued in exchange for silver current coin during the year under review, the result over the whole year being that on 31st December, 1932, the note circulation stood at \$68,496,575.

The liquid portion of the Currency Guarantee Fund held by the Commissioners at the end of the year against the note circulation amounted to \$42,538,392.67, consisting of \$19,267,235.31 in silver and \$2,539,163.36 on deposit with the Government, held locally, and £2,418,732.12.8. in sterling and short dated investments in London. During the year on account of the high premium on gold in terms of sterling opportunity was taken to realise the gold held locally and in London amounting to £401,582. The profit on the sale amounted to \$1,126,433.33 and was carried to the credit of the liquid portion.

The investments held by the Commissioners on account of the Currency Guarantee Fund were worth, at the average mean prices at the end of the year, \$84,893,334.58; the cost price of those investments having been \$78,432,436.16.

The requirements of the law are that, as a minimum, a portion of the Currency Guarantee Fund being not less than 2/5ths of the notes in circulation shall be kept in "liquid" form, *i.e.* in current silver coin in the Colony and in Cash on deposit in the Bank of England, Treasury Bills, Cash at call, or other easily realisable securities in London. The balance can be invested and is known as the Investment portion of the Fund. The liquid portion at the end of the year was \$42,538,392.67 and the investment portion amounted to \$84,949,249.67. The excess value of the Fund over the total note circulation at the end of the year was \$58,991,066.59 as compared with an excess of \$45,254,421.87 at the end of 1931.

There was a nett withdrawal by the Treasury of \$275,407 in subsidiary silver coins during the year and a nett decrease of \$2,366 in the circulation of ten cent notes.

Excluding the amount held by the Treasury \$9,181,554 were in circulation at the end of the year in subsidiary silver and \$725,228 in currency notes of values less than \$1. The value of notes below \$1 in circulation at the end of 1930 was \$729,841.25 and at the end of 1931 \$727,657.25.



Sixteen millions two hundred and forty-two thousand three hundred and one and three-quarter notes to the value of \$73,732,750 were destroyed during the year as against 17,237,573 $\frac{3}{4}$  to the value of \$83,528,735 in 1931.

### B.—BANKING AND EXCHANGE

The following Banks had establishments in the Colony during the year 1932:—

- The Chartered Bank of India, Australia and China.
- „ Hongkong and Shanghai Banking Corporation.
- „ Mercantile Bank of India, Limited.
- „ P. & O. Banking Corporation, Limited.
- Messrs. Thomas Cook & Son (Bankers), Limited.
- The Netherlands Trading Society (Nederlandsche Handel Maatschappij).
- „ Banque de L'Indo Chine.
- „ National City Bank of New York.
- „ Netherlands India Commercial Bank (Nederlandsch Indische Handelsbank).
- „ Sze Hai Tong Banking and Insurance Company, Limited.
- „ Bank of Taiwan, Limited.
- „ Yokohama Specie Bank, Limited.
- „ Chinese Commercial Bank, Limited.
- „ Ho Hong Bank, Limited.
- „ China and Southern Bank, Limited.
- „ Oversea Chinese Bank, Limited.
- „ Lee Wah Bank, Limited.
- „ Kwong Lee Banking Company.
- „ Eastern Bank, Limited.
- „ National Commercial and Savings Bank, Limited.

During the year under report the sterling demand rate (bank opening rates only) ranged between 2/4 5/32 and 2/3 $\frac{3}{4}$ . The higher rate was obtainable only over a very short period at the beginning of the first quarter.

### POST OFFICE SAVINGS BANK

The number of depositors in the Savings Bank on the 31st December was 29,630 as compared with 27,324 on the 31st December, 1931, an increase of 2,306. During the year 7,211 new accounts were opened, while 4,905 accounts were closed.

The amount standing to the credit of the depositors on the 31st December was \$5,725,444 as compared with \$5,028,579 on the 31st December, 1931. The average amount to the credit of each depositor was \$193 as compared with \$184 at the end of 1931.

The book value of the investments held by the Savings Bank on the 31st December was \$5,449,929 and the market value of these investments according to Stock Exchange quotations on the same date was \$6,252,006.



## C.—WEIGHTS AND MEASURES

The standard measures recognised by the laws of the Colony are as follows:—

- (a) Standard of Length, the Imperial yard.
- (b) Standard of Weight, the Imperial pound.
- (c) Standard of Capacity, the Imperial gallon.

Among the Asiatic commercial and trading classes, Chinese steelyards (called “daching”) of various sizes are generally employed for weighing purposes.

The undermentioned statement shows the principal local measures used with their relation to English standards:—

| <i>Local Term</i>     |              | <i>Relation to English Standard</i> |         |
|-----------------------|--------------|-------------------------------------|---------|
| The chupak            | .. .. equals | 1                                   | quart.  |
| The gantang           | .. .. „      | 1                                   | gallon. |
| The tahlil            | .. .. „      | 1 $\frac{1}{3}$                     | ozs.    |
| The kati (16 tahils)  | .. .. „      | 1 $\frac{1}{3}$                     | lbs.    |
| The pikul (100 katis) | .. .. „      | 133 $\frac{1}{3}$                   | lbs.    |
| The koyan (40 pikuls) | .. .. „      | 5,333 $\frac{1}{3}$                 | lbs.    |

## CHAPTER XII

## Public Works

The Public Works Department underwent a change on the 1st January, 1932, when the staffs of the departments in the Straits Settlements and the Federated Malay States were amalgamated into a single Malayan Civil Engineering Service. The title of the Colonial Engineer, Straits Settlements, was changed to that of Director of Public Works, Straits Settlements and Adviser, Public Works, to the Malay States.

The total expenditure of the Public Works Department of the Straits Settlements for the year 1932 was \$8,874,769, a decrease of \$3,837,395 compared with the year 1931.

The details of the expenditure are shown in the following table:—

| Head of Estimates                | Expenditure      | Settlement         | Total Expenditure | Expenditure Extraordinary |
|----------------------------------|------------------|--------------------|-------------------|---------------------------|
| Personal Emoluments              | 690,471          | Singapore ..       | 5,480,042         | 4,122,514                 |
| Other Charges ..                 | 188,234          | Penang ..          | 1,180,409         | 747,768                   |
| P. W. Annually Re-current .. ..  | 1,702,793        | Dindings ..        | 95,835            | 39,080                    |
| P. W. Extraordinary              | 6,211,720        | Province Wellesley | 556,405           | 230,670                   |
| Miscellaneous Services           | 4,310            | Malacca ..         | 1,514,312         | 1,053,162                 |
| Work done for the Departments .. | 77,240           | Labuan ..          | 47,765            | 18,525                    |
| <b>Total ..</b>                  | <b>8,874,768</b> | <b>Total ..</b>    | <b>8,874,768</b>  | <b>6,211,719</b>          |



The percentage cost of establishment to total expenditure was 7.8%.

The senior staff of the Department on 31st December, 1932 consisted of 33 Engineers and 7 Architects compared with 35 Engineers and 7 Architects on 31st December, 1931.

The average value of work carried out per Engineer unit, including Architects, was \$221,869.

The Roads and Government Buildings in the Colony were maintained in a satisfactory condition throughout the year, the expenditure on maintenance work being as follows:—

|                                       | 1932 Exp.       | 1931            |
|---------------------------------------|-----------------|-----------------|
| Roads, Streets, Bridges and Canals .. | 792,422         | 1,460,718       |
| Buildings and Miscellaneous Works ..  | 910,371         | 1,018,138       |
|                                       | <hr/> 1,702,793 | <hr/> 2,478,856 |

In addition to the Road maintenance work a sum of \$741,148 was spent on reconstruction, widening and straightening. The roadwork is described in Chapter X B.

The total expenditure on new buildings and miscellaneous works was \$5,470,578 (compared with \$8,711,591 in 1931).

The principal works of interest completed during the year were as under:—

*Singapore.*—

Telok Ayer Basin, completed at a cost of \$1,682,000 and officially opened by His Excellency the Governor on 26th September, 1932.

Quarters for 14 married Dressers (\$69,000) and 100 Attendants (\$153,680) at the General Hospital.

New Volunteer Headquarters and Drill Hall (\$265,000).

Barracks for married Sikh Police at Pearls Hill (\$385,000).

New Monopolies Building, Wallich Street, including Post Office and Film Censors Office (\$313,120).

Installation of machinery at new Printing Office (\$201,500).

School at Bukit Panjang (\$122,000).

*Penang.*—

The Penang Trade School.

New Assembly Hall for Hutching's School and various extensions.

*Malacca.*—

Malacca Portuguese Settlement and groynes for its protection.

Emergency landing ground for aeroplanes.



The following were the largest works in hand, but not completed at the end of the year.

*Singapore.*—

New Civil Aerodrome.

The new Pier, the structure of which has since been completed at a cost of \$463,000.

New Maternity Ward at Kandang Kerbau Hospital.

New Police Barracks at Hill Street.

Central Police Station.

Police Station and Quarters at Kandang Kerbau.

Police Station, Beach Road.

Reclamation of the foreshore in front of Beach Road.

Reclamation, dredging and new road construction at Sungei Berlayer.

*Penang.*—

Landing Ground for Civil Aerodrome.

Penang Hospital—100 Attendants Quarters.

Class III Wards.

Nursing Staff Quarters.

*Province Wellesley.*—

Water Supply, Bukit Mertajam, Prai and Butterworth.

*Malacca.*—

New General Hospital estimated to cost \$2,030,000.

New General Post Office.

*Waterworks.*—The Municipalities of Singapore, Penang and Malacca control their own water supplies which are adequate and up-to-date. The various installations in the rest of the Straits Settlements are controlled by the Public Works Department and were maintained throughout the year.

Investigations and preparatory work were carried out for new supplies in Penang Island and for the villages of Mesjid Tanah and Batang Malaka in Malacca.

Work on the 12" pipe line for the new supply to Bukit Mertajam and Prai was commenced.

*Electric Light and Power.*—Power Stations are owned and operated by the Municipalities of Singapore and Penang and also by the Singapore Harbour Board. Electric current for Butterworth and Bukit Mertajam in Province Wellesley is obtained on contract from the Penang Municipality. Malacca Electric Lighting, Ltd. supplies Electricity in the Malacca Municipal Area.

Small installations outside these areas and the installations to all Government Buildings are maintained by the Public Works Department, the total expenditure on maintenance in 1932 being \$180,080.

*Reclamation Work and Dredging.*—One of the principal events of the year was the successful completion and ceremonial opening of Telok Ayer Basin which marked the finish of a major improvement scheme. The Telok Ayer Reclamation work was commenced over 40 years ago and has included the reclamation of 75 acres of valuable land in the heart of Singapore, the construction in 1908 of a detached



breakwater and sheltered wharves and the construction in 1930-32 of a Tidal Basin, for light craft, of 25 acres, lined with a stepped sea wall 3,077 feet long.

Another important improvement scheme, Beach Road Reclamation, was commenced in 1931 and by the end of 1932 205,000 cubic yards of earth filling and dredgings were deposited, reclaiming approximately 7 acres of foreshore. The total area to be reclaimed is 47 acres.

The reclamation of other areas in Singapore was continued, the works in hand being nearly completed by the end of the year.

The Dredgers "Mudlark", "Tembakul" and "Todak" carried out deepening work in the Singapore River, Telok Ayer Basin and Sungei Berlayer throughout the year and 366,000 cubic yards of material was removed and deposited on the reclamations.

Two small grab dredgers were obtained from England and put to work at Telok Ayer and the Rochore River towards the end of the year.

The rivers and drainage channels in Singapore, Penang and the Dindings, and the sea and river walls and lighthouses were maintained in good condition.

Apart from some river clearing, the Irrigation and Drainage work previously carried out by the Public Works Department in Malacca and Province Wellesley was handed over to the new Drainage and Irrigation Department.

*Sanitation.*—The Singapore Municipal Sewage Department controls 62 miles of sewers, pumping plants and a Disposal works, dealing with 4,000,000 gallons a day, but there is still a large part of Singapore not yet sewered. Schemes and estimates for sewerage the rest of Singapore have been prepared and investigations made into the possibility of discharging sewage to sea and the question is being referred to a consultant.

*Penang.*—Work on the Penang main sewerage scheme was commenced during the year and the sea outfall flume was constructed.

Where possible Government buildings and quarters are connected to these Municipal sewage schemes, but elsewhere small septic tank installations are relied on in all districts for water borne sewage. The maintenance of all sanitary installations was carried out by departmental labour. The principal Sanitation Scheme installed during the year was at the important St. John's Island Quarantine Station, four miles off Singapore, where a sea-water borne sewerage scheme costing \$150,000 was installed. The system which includes a complete salt water supply for its operation is designed for dealing with 80,000 gallons per day and necessitated the laying of five miles of pipes.

#### GENERAL

The Public Works Department entered into 374 contracts during the year and completed 413, 101 having been in hand on 31st December, 1932.

There was a fall during the year in the cost of both labour and materials and there was keen tendering for all works.



The Retrenchment Committee appointed by Government in October, 1931 made its report in 1932. The total amount originally provided in the Estimates for Public Works was \$18,013,258. As a result of the recommendations of the Committee savings amounting to \$5,662,766 were effected in the estimates, reducing the figure to \$12,350,492, while the actual expenditure amounted to \$8,874,768 or \$3,475,724 less than the reduced provision.

This reduction in work caused a large reduction in staff employed. Many skilled workmen have left the country and will be difficult to replace when again required.

#### DRAINAGE AND IRRIGATION

The Drainage and Irrigation Department, Straits Settlements and Federated Malay States, was created in January, 1932 as a result of the recommendations of the Rice Cultivation Committee appointed by His Excellency the Governor and High Commissioner to report upon the problem of extending rice cultivation in Malaya. From that date all matters pertaining to drainage and irrigation were transferred from the control of the Public Works Department to that of the new department. The staff was drawn from the Public Works Department.

Owing to its central position and to the fact that accommodation was available, Kuala Lumpur was chosen as the headquarters of the organisation.

When the department was first formed there was only one irrigation engineer at work in the Colony. He was stationed at Malacca, where for several years irrigation schemes on a small scale had been planned and carried out by the Public Works Department. The activities of the Department in 1932 were therefore confined, principally, to carrying on drainage and irrigation works in Malacca and the survey and investigation of potential padi areas in Province Wellesley, the Dindings and Penang Island.

*Malacca.*—In Malacca satisfactory progress was made on a scheme originally designed by the Public Works Department for the irrigation of 313 acres of existing and 359 acres of potential padi land at Chohong.

Another scheme for the drainage and irrigation of about 2,600 acres of swamp in the Bachang—Tanjong Minyak area was re-designed and a considerable reduction was thereby made in the estimated expenditure, while the area to be brought under cultivation was increased by about 400 acres, but owing to the imperative need for economy work, was held up until the end of the year.

In addition several minor schemes were prepared for execution in 1933 and extensive surveys were undertaken. All existing irrigation dams in Malacca were maintained by the Department.

A Drainage Board was constituted for Malacca Settlement and two meetings were held during the year.

The total expenditure for Malacca for 1932 under all heads was \$23,289 and the staff at the end of the year consisted of one Assistant Drainage and Irrigation Engineer, four Technical Subordinates, one



temporary Surveyor and one Clerk, for all of whom special provision had to be made.

*Penang.*—There was no provision for the establishment of a branch of the new department for the Settlement of Penang, but recommendations to this end were made during the year and subsequently His Excellency the Governor approved, in principle, the formation of such a Branch with headquarters in Province Wellesley where there are extensive areas awaiting development.

There were no items of Special Expenditure in the 1932 Estimates, and the total expenditure from Annually Recurrent votes was only \$1,375.

The Drainage and Irrigation Engineer, Krian, Federated Malay States, inspected the irrigation works of Glugor Estate, Penang and reported on desirable improvements to the system. He also carried out a contour survey of the trans-Krian area in Province Wellesley and prepared a preliminary scheme for the irrigation of the area by utilising the waters of the Krian Irrigation System when supplemented and investigated the Sungei Junjong Mati in Province Wellesley with a view to improving the drainage of padi lands in that area.

Investigations in the Dindings were made into the proposal to construct a bund at Tanjong Burong to keep out sea water, the capacity of an outlet drain serving Huntley Estate (Lumut) to drain adjoining areas and the potentialities for wet padi cultivation of an area south of the Melintang Forest Reserve.

A Drainage and Irrigation Board was also constituted for the Settlement of Penang at the end of the year.

## CHAPTER XIII

### Justice, Police, Prisons and Reformatories

#### A.—JUSTICE

The Courts for the administration of civil and criminal law in the Colony are as follows:—

- (a) The Supreme Court
- (b) District Courts
- (c) Police Courts
- (d) Coroners' Courts

An Ordinance (No. 5 of 1931) providing for the creation of a Court of Criminal Appeal, to hear appeals from convictions had in trials before the Supreme Court, was passed in 1931, but has not yet been brought into force.

The Supreme Court is composed of the Chief Justice and three or more Puisne Judges. It is a Court of Record and exercises civil and criminal jurisdiction, in each case both original and appellate. When exercising appellate civil jurisdiction, the Court is styled the Court of Appeal. An appeal may lie from the Court of Appeal to the Privy Council. Criminal trials are held before a Judge sitting with a jury of seven persons.



District Courts, presided over by a District Judge, are constituted in each of the four Settlements. They have both civil and criminal jurisdiction, for the exercise of which, in the case of Singapore, separate Courts exist. In certain instances, the District Judge is assisted by an Assistant District Judge. The jurisdiction of District Courts is, normally, limited to suits involving not more than \$500, when heard before a District Judge and \$100, when heard before an Assistant District Judge.

Police Courts exist in varying numbers in each Settlement, the Governor having power to constitute as many Police Courts in each Settlement as he thinks fit. The jurisdiction of the Police Courts is, in the main, criminal and is regulated by the Criminal Procedure Code, but certain additional powers and duties are conferred upon them by other Ordinances.

Coroners' Courts exist in each Settlement; a Coroner is appointed by the Governor either for the whole Settlement or for a district thereof.

## B.—POLICE

### (i).—ORGANISATION

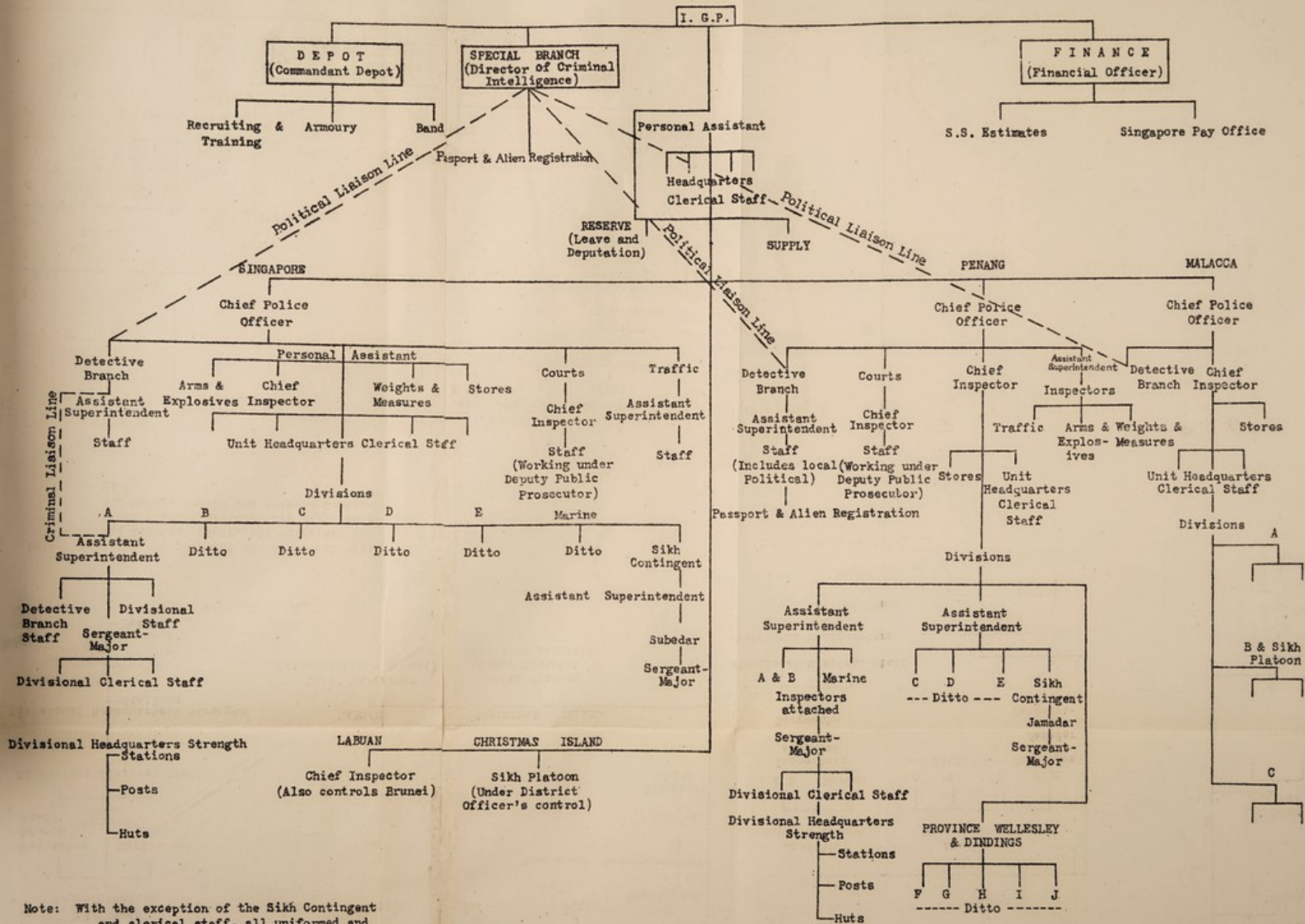
The organisation of the Straits Settlements Police is shewn in the subjoined diagram. Briefly the scheme is that each Settlement is in charge of a Chief Police Officer, whose command is divided into a number of territorial divisions and departmental branches superintended, in most cases, by gazetted officers. In Penang and Malacca the Chief Police Officer is responsible directly to the Inspector-General for the whole of the Police arrangements of the Settlement. In Singapore the Chief Police Officer performs similar duties, but in addition there are the following independent branches:—

- (a) The Special Branch which is almost wholly absorbed in work of a political kind and is not concerned in the investigation of any crime which is not of a political or subversive nature. This branch is the central investigating and recording machine for the Colony in all matters of the type with which it is designed to deal and in Settlements other than Singapore operates largely through the local Chief Police Officers and the Detective Branches.
- (b) The Dépôt, at which recruits for the Settlements of Singapore, Penang and Malacca are concentrated. The Commandant of the Dépôt is responsible directly to the Inspector-General for recruiting men of the uniformed branch of the Malay, Indian and Chinese Contingent in Singapore and for all training schemes. The Chief Police Officers in Penang and Malacca select their own recruits and each Chief Police Officer selects his own plain clothes men.
- (c) The Financial Branch.

Working in direct liaison with the Police are the Deputy Public Prosecutors in Singapore and Penang, the former being an Officer



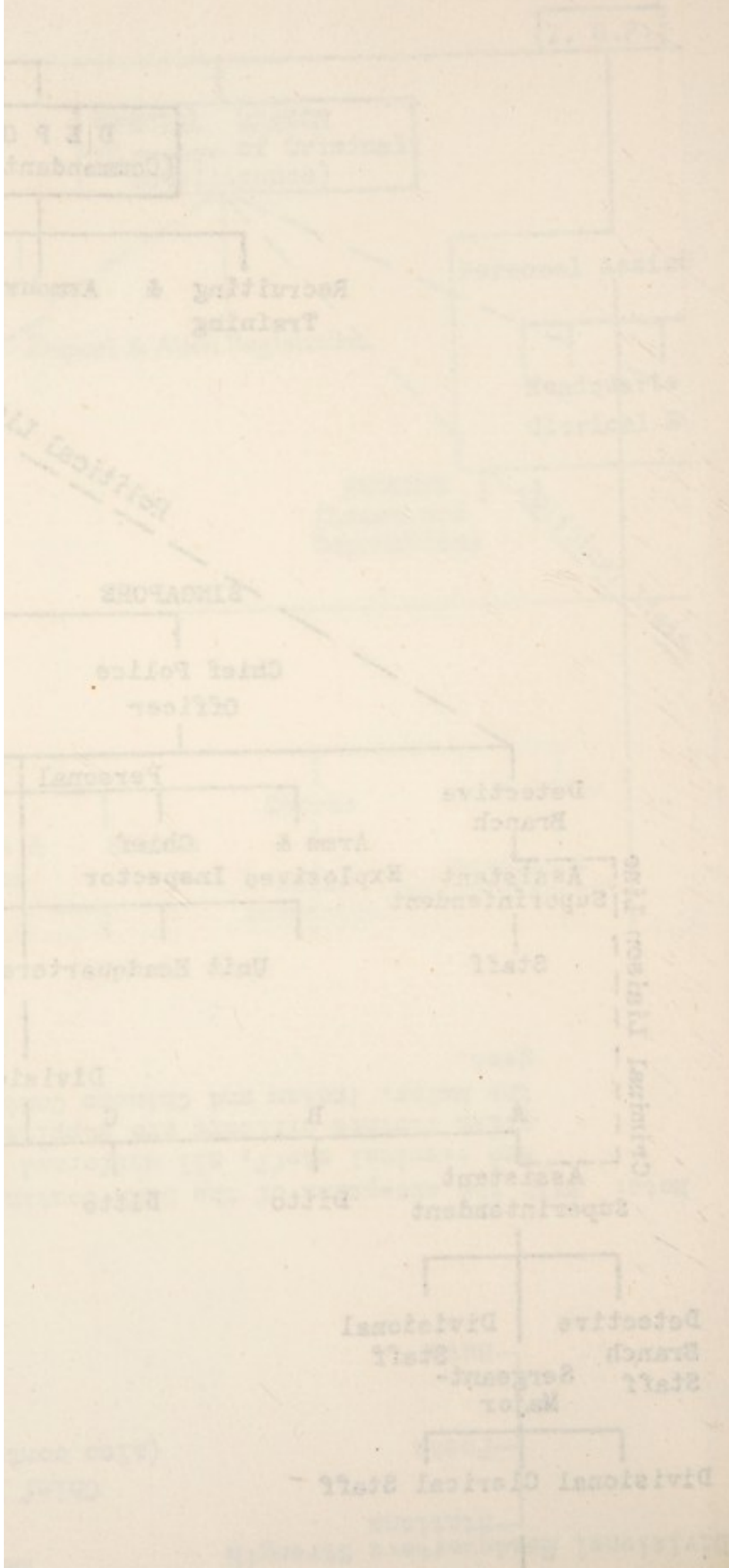
# ORGANISATION OF THE STRAITS SETTLEMENTS POLICE



Note: With the exception of the Sikh Contingent and clerical staff, all uniformed and plain clothes officers are supplied by the Malay, Indian and Chinese Contingent.



# ORGANIZATION OF THE STRAITS





of the Attorney-General's staff, the latter an Officer of the Malayan Civil Service. They are in immediate charge of the Police prosecuting staffs in the lower criminal courts.

The Singapore office includes the Settlement of Malacca within its scope.

#### (ii).—CRIME

Seizable offences reported during 1932 numbered 7,440, a decrease of 46 compared with the 1931 figure. Arrests were made in 3,477 of the cases and resulted in the accused in 2,687 cases being convicted.

The decrease in the number of crimes of violence against the person reported in 1931 was even more pronounced in 1932.

The total number of robberies of all kinds is the same as last year. Simple thefts and thefts in dwellings combined shewed increases in all Settlements, particularly so in Penang and Malacca. On the other hand Province Wellesley shewed a slight decrease. The Malacca figure is the most unsatisfactory, the Settlement total being about 60% above the average for the period 1927–1930 inclusive. A part of this increase is attributed locally to thefts by coolies leaving the Settlement on repatriation and by tapping coolies who have made reports to cover their own defalcations.

Housebreakings and thefts shew small decreases in Singapore and Malacca, which are almost entirely offset by increases in Penang and Province Wellesley. The total, 856, is 16 below that of 1931. During the past few years there has been an unusual increase in this type of crime throughout the Colony, which cannot be ascribed solely to stricter methods of classification. Compared with 1927 there has been a rise of 100% in Singapore and 50% in Penang, while the Province Wellesley and Malacca totals have trebled themselves.

Cases of extortion were less numerous than in 1931, Malacca being the only Settlement in which the figure has risen. In addition to 77 actual cases of extortion, there were 78 recorded attempts, 74 of which belong to Singapore.

Other noticeable points in respect of seizable crime include a drop from 46 reports in 1931 to 8 in 1932 under the heading "Exposure of infants"; a further rise in the number of serious cheatings or frauds, a type of offence which is twice as numerous as it was a few years ago, and a considerable decrease in the number of prosecutions under the Seditious Publications Ordinance.

Reports of non-seizable offences totalled 91,274 as compared with 97,965 in 1931. In 64,323 of these cases prosecutions were undertaken by the Police.

#### (iii).—SECRET SOCIETIES

The following remarks apply almost exclusively to Singapore. Society and faction troubles in Penang were negligible, while Malacca suffered only from the misdoings of various gangs of coolies and loafers banded together by loose ties and quarrelling or "squeezing" spasmodically.

It can truthfully be said, for the first time in several decades, that the actual damage achieved by society and gang activity has



been almost negligible. This effect has been attained, however, only by constant drudgery in seeking and recording information of the daily and weekly movements of the leaders of each gang and by making it plain that the Police are aware of their doings and intentions. Trouble is avoided only by an up-to-date intelligence service and the year has not passed by without various alarms and several reports of potential as well as actual disturbances.

The attack on known leaders of gangs and societies and the prompt punishment or expulsion of those whose doings threaten the peace and good order of the town help to break up each combination before it becomes well established and makes leadership unpopular. Society finance is in a very parlous state. Without funds and permanent leaders nothing important or prolonged can be sustained. The absence of serious trouble enables the specialist detective branches to concentrate more and more upon the doings of individual members. The obvious improvement of this intelligence service has earned the appreciation of the Courts and the department has not lacked support in that direction. The proceeds of such extortion or squeezing as was carried out in 1932 in all probability found their way into individuals' pockets rather than into gang or society funds.

There was only one murder during the year ascribable to society activity and, apart from one serious affray in December, no important disturbance connected with society or gang activity.

#### HOKKIEN SOCIETIES

*Singapore.*—Only five groups of Hokkien societies, comprising 70 pangkengs or coolie houses, remained as separate organisations at the end of the year and at least half of these pangkengs were barely kept alive from day to day. Even the stabler half are more in the nature of gangs of hooligans employed in the settlement of disputes than of members of any centralised organisation.

There were 20 fights or affrays between members of these various groups and gangs and three other fights between them and Cantonese or Teo Chiu gangs. Firearms are alleged or known to have been used in three cases, but without deadly intention. In several cases trouble had been anticipated and police precautions prevented developments. Inter-gang rivalry was the direct cause of the fighting in four cases only. Miscellaneous causes, such as petty extortion from hawkers, quarrels about debts and forged notes, rivalry in the twakow traffic and other forms of business accounted for many other cases. In two cases police officers on duty in the streets were attacked. Five cases can definitely be attributed to hooligans preying upon waitresses in coffee shops or upon the shop-keepers. A large number of men was arrested and many were expelled from the country or convicted and punished.

There were also three clan fights, two of which arose out of petty gambling quarrels. None of these cases had any group or pangkeng significance. Society documents were found on several occasions, but in most cases had obviously been "planted". Genuine documents are rarely found in these days.



## TEO CHIU SOCIETIES

*Singapore.*—Two of the Teo Chiu societies active in 1931 have disappeared, leaving about ten societies or groups, which call for constant supervision. All have been comparatively quiet, including the once powerful and dangerous Sa<sup>n</sup> Ji group. There were only eight fights or affrays between members of these various groups or gangs and one fight with bullies of the Hokkien "24" group. A raid was made on the pangkeng of the Seh Tang group on the 15th September and the headman was killed accidentally by falling from a height in the rush to quit the premises.

There was no recorded case of firearms being used during these fights. There was a good deal of extortion, but no case of interference with waitresses in coffee shops. The Police effected a large number of arrests and were able to expel or punish most of the persons arrested.

## CANTONESE SOCIETIES

*Singapore.*—Activity was very much curtailed throughout the year; there was no organised action and the various groups found it difficult to raise funds. There was little gang fighting, the most serious affair being a fight between two sub-branches of the Khuan Yi society, when four men on one side were stabbed, one fatally. The cause of the fight was jealousy over the collection of so-called protection money from coffee shop waitresses. Except for one other stabbing affray between men belonging to branches of the Khuan Yi and the powerful Heng group, all other disputes were of minor importance.

Firearms were carried on several occasions, but generally for the purpose of intimidation. Shots were fired by Cantonese gangsters once only during a fight with Hokkiens of the "24" group—this case is one of the three mentioned above. In all there were seven arrests of Cantonese in possession of firearms, resulting in five convictions. One accused died while awaiting trial.

The Heng Yau branch, which had been dormant since the middle of 1931, attempted to revive, but the arrest and conviction of the headman in possession of documents, etc., effectively quashed the effort. Another branch of the Heng group, the Heng Wah, received a severe setback with the arrest and conviction of four men, the seizure of a pistol, knives and several society documents.

## BOYANESE SOCIETIES

*Singapore.*—There is little worth comment under this heading. Records have been kept up-to-date. There has not been any trouble worth mention and one or two of the "pondoks" have been formally registered.

## C.—PRISONS

At the beginning of the year there were 1,888 prisoners in the five prisons of the Colony (Singapore, Penang, Malacca, Labuan and Christmas Island). Twenty-one thousand six hundred and seventy-three were admitted during the year as compared with 21,518 during 1931 and 21,676 were discharged. One thousand eight hundred and eighty-five remained at the end of the year. There were 294 vagrants in the Houses of Detention at the beginning of the year; during the year 2,040 were admitted and 1,969 were discharged.



"Lower-Grade", "Short-Sentence" and "Revenue-Grade" men are employed at husk-beating and fatigue duties.

"Middle-Grade" prisoners are employed on industrial labour such as printing, book-binding, tailoring, carpentry, washing, weaving, shoe-making and mat and basket-making.

The "Upper-Grade" men are mostly employed as cooks, orderlies, clerks, etc.

Remission of sentence may be earned by prisoners sentenced to Penal Servitude or Rigorous Imprisonment for terms of three months and over.

Juvenile prisoners are kept separate from adult prisoners, as far as conditions permit.

At present, time is not allowed for the payment of fines, but this question is under consideration.

Under Section 283 of the Criminal Procedure Code Courts may, in their discretion, release on probation any first offender convicted of theft, cheating or any other offence punishable with not more than two years' imprisonment.

The health of the prisoners has been satisfactory throughout the year and the rations have been good and adequate.

#### D.—REFORMATORIES

The Reformatory, Singapore, is the only institution in the Straits Settlements for the incarceration of juvenile offenders. It is under the control of the Director of Education and it is not in any way connected with Prisons administration. Juvenile offenders and destitute male children between the ages of 7 and 16 are admitted. No boy is detained in it beyond the age of 18.

At the end of 1931 the inmates numbered 126. Sixty-eight were released and 63 admitted during 1932. One died during the year. At the end of 1932 there were thus 120 inmates.

Of the 63 boys admitted during the year, 51 were from the Straits Settlements, 10 from the Federated Malay States and 2 from the Unfederated Malay States. Fifty-three were Chinese, 4 were Malays and 6 were Indians. Forty-seven were committed for criminal offences, including attempted rape, criminal breach of trust, fraudulent possession of property, housebreaking, cheating, voluntarily causing hurt and theft, there being 32 cases of the last mentioned offence. Of the remainder, 15 were committed for vagrancy and 1 as being uncontrollable.

The conduct of the boys was excellent and their health was very good. They were employed as carpenters, tailors, cooks, rubber tappers, grass cutters, gardeners, washermen, orderlies and general coolies. They were all taught Romanised Malay for two hours daily, with the exception of 9, who continued their education in English. Muslim boys were given religious instruction. The chief forms of exercise insisted upon or indulged in were physical drill, football, volley ball, cricket and boxing.

Boys released, who had no parents or relatives or friends, were either found work or were adopted by respectable persons recommended by the Chinese Protectorate.



## CHAPTER XIV

## Legislation

Twenty-five Ordinances were passed during the year 1932. Of these two were Supply Ordinances and fifteen were purely Amending Ordinances.

The list of Ordinances which are not Amending Ordinances is as follows:—

- (1) The Public Revenue Protection Ordinance (No. 3) empowers the Governor to issue a temporary order authorising the immediate collection of the new duties set forth in a Bill or Resolution approved by the Executive Council and pending before the Legislative Council.
- (2) The Mui Tsai Ordinance (No. 5) makes it clear that a mui tsai is not to be given the status of a chattel and provides for a system of registration of such females.
- (3) The Pensions (Temporary Provisions) Ordinance (No. 7) in the interests of economy permits the retirement irrespective of age of public officers with not less than 10 years' service. The Ordinance is intended as a temporary measure and consequently provision is made for it to cease to be in force when so ordered by the Governor in Council.
- (4) The Audit Department Titles Ordinance (No. 8) alters the title of the Auditor-General to that of "Auditor".
- (5) The Workmen's Compensation Ordinance (No. 9) which is modelled chiefly on the Indian Workmen's Compensation Act, No. VIII of 1923 enables workmen engaged in certain hazardous occupations to recover compensation in respect of personal injury caused by any accident arising out of, and in the course of, their employment.
- (6) The Aliens Ordinance (No. 18) regulates the admission and residence of aliens in accordance with the political, social and economic needs of the various administrations of Malaya. It also provides an easy method of deporting undesirables.
- (7) The Daylight Saving Ordinance (No. 21) provides for the time of the Straits Settlements being twenty minutes further in advance of Greenwich mean time.
- (8) The Registration Ordinance (No. 25) makes provision for the compulsory registration of such male British Subjects of pure European descent as are of military age with the object of facilitating the preparation of schemes for the best utilization of available man power in cases of emergency.

The list of Amending Ordinances is as follows:—

- (1) The Passengers Restriction (Amendment) Ordinance (No. 1) extends the provisions of the law to regulate the entrance or departure of persons either by land or air.



- (2) The Railways (Amendment) Ordinance (No. 2), in order to avoid delay, empowers the Railway Administration to fix special rates, subject to a statutory maximum, without reference to the Governor in Council for approval.
- (3) The Seditious Publications (Amendment) Ordinance (No. 4) empowers action to be taken in the Colony in respect of publications directed against the Rulers or Governments of any of the Malay States.
- (4) The Alien Missionaries (Repeal) Ordinance (No. 6) removes the restrictions imposed on aliens engaged in missionary or educational work in the Colony.
- (5) The Vagrancy (Amendment) Ordinance (No. 10) provides for a simple and definite procedure for regularising the removal of lunatic or leprous vagrants to a lunatic or leper asylum and their return to the house of detention when cured. The liability of vagrants to punishment for refusal or neglect to avail themselves of employment found is repealed, and the Ordinance is extended to apply to alien vagrants repatriated or dealt with by all protected Malay States.
- (6) The Municipal (Amendment) Ordinance (No. 11) effects a number of miscellaneous alterations which experience has shown to be necessary.
- (7) The Cinematograph Films (Amendment) Ordinance (No. 13) gives more effective control over the importation of films and makes certain other amendments considered desirable in the light of experience gained since the Cinematograph Films Ordinance was passed in 1928.
- (8) The Registration of Aliens (Amendment) Ordinance (No. 14) enables an alien, where the alien's destination is within the Malay Peninsula, to travel without having his passport or certificate of registration endorsed. Where the alien's destination is outside the Malay Peninsula the existing requirement for endorsement prescribed in the case of journeys by sea is extended to journeys by air.
- (9) The Labour (Amendment) Ordinance (No. 15) abolishes the system requiring an employer to send to the Controller of Labour a statement giving particulars of each labourer newly engaged. It also provides that a domestic servant under 18 may leave his employer's service without notice, unless a legal agreement to the contrary has been entered into.
- (10) The Billiards (Amendment) Ordinance (No. 16) constitutes the Chief Police Officer as the authority for the licensing of billiard saloons *vice* the Board of Licensing Justices.
- (11) The Imperial Light Dues (Amendment) Ordinance (No. 17), in accordance with the direction of the Secretary of State in his Despatch No. 148 of 18th



April, 1932, authorises the collection in the Colony of dues in respect of certain lighthouses and a buoy in the West Indies.

- (12) The Telegraphs (Amendment) Ordinance (No. 19) vests in the Governor in Council certain powers for the control of wireless telegraphy. Power is also conferred on the Governor, in cases of emergency, to withdraw the use of any telephone trunk line or exchange system.
- (13) The Merchant Shipping (Amendment) Ordinance (No. 20) introduces certain alterations in the conduct of examinations for certificates of competency, and provisions for the return of distressed seamen, for the compliance of foreign vessels with the law relating to life-saving appliances and load-line, and for an improved method of registering and licensing boats.
- (14) The Post Office (Amendment) Ordinance (No. 23) removes the anomaly whereby prohibited articles posted outside the Colony are free from the restrictions which apply to such articles posted within the Colony.
- (15) The Women and Girls Protection (Amendment) Ordinance (No. 24) includes among other amendments a provision for the trial in camera of certain other offences affecting the person and a provision to regularise the practice of receiving women and girls from certain of the Unfederated Malay States for detention in the Colony.

The Subsidiary Legislation issued during the year was as follows:—

- (1) Ordinance No. 42 (Machinery)—Rules made by the Governor in Council under section 4 for the inspection and control of machinery and approved by the Legislative Council on 26th January, 1932, are published in *Gazette* Notification No. 215 of 5th February, 1932.
- (2) Ordinance No. 55 (Telegraphs)—Rules made by the Governor in Council under section 6 to provide for the acceptance of night letter telegrams are published in *Gazette* Notification No. 1627 of 26th August, 1932.
- (3) Ordinance No. 80 (Military Manœuvres)—Under the powers conferred on the Governor in Council by section 9 it is proclaimed in *Gazette* Notification No. 55 of 15th January, 1932, that all the area within the limits defined therein shall be a firing ground.

Rules made by the General Officer Commanding the Troops under section 12 in respect of the use of the firing ground proclaimed in *Gazette* Notification No. 55 of 15th January, 1932, are published in the *Gazette* Notification No. 56 of 15th January, 1932.

Rules made by the General Officer Commanding the Troops under section 12 for securing the safety of the



public during the use of the firing ground are published in the *Gazette* Notification No. 1526 of 12th August, 1932.

Rules made by the General Officer Commanding the Troops under section 16 and approved by the Legislative Council on 4th April, 1932, are published in the *Gazette* Notification No. 704 of 15th April, 1932.

- (4) Ordinance No. 88 (Wild Animals and Birds)—Under the powers conferred on the Governor in Council by section 2 (c) it is provided in *Gazette* Notification No. 757 of 22nd April, 1932, that the killing or taking of the bird commonly known as the Christmas Island Fruit Pigeon is prohibited within the area of Christmas Island for the period of one year from the date of the publication of the notification.

- (5) Ordinance No. 135 (Municipal)—By-laws for the suppression of cruelty, by overloading, to draught cattle and buffaloes in the Rural Board of Penang made under section 57 (1) and published as *Gazette* Notification No. 2249 of 13th November, 1931, were confirmed by the Governor in Council on 25th February, 1932.

By-laws for the use and storage of cellulose solutions made under sections 204 (6), 57 (i) (ff), and 370 and published as *Gazette* Notification No. 395 of 26th February, 1932, were confirmed by the Governor in Council on 14th March, 1932.

- (6) Ordinance No. 151 (Seditious Publications)—Under the powers conferred on the Governor in Council by section 4 it is provided in *Gazette* Notification No. 59 of 15th January, 1932, that the importation or bringing into the Colony of the Hindi newspaper known as "Swantantra" is prohibited.

- (7) Ordinance No. 176 (Passports)—New Regulations prohibiting any person or class of persons from entering or leaving the Colony without the production of a valid passport are made by the Governor in Council under section 2 and published as *Gazette* Notification No. 1236 of 1st July, 1932.

- (8) Registration of Schools Ordinance 1926—Under the powers conferred on the Governor in Council by section 27 (i) (c) it is published in *Gazette* Notification No. 2256 of 25th November, 1932, that the use of certain text books in registered schools is prohibited.

- (9) Architects Ordinance 1926—By-laws made under section 3 (2) to provide for the registration and examination of architects in the Colony are published in *Gazette* Notification No. 1343 of 8th July, 1932.

- (10) Immigration Restriction Ordinance 1928—Proclamations dated 30th March, 1932, 27th May, 1932, and 31st August, 1932, prohibit the entry of adult male Chinese immigrant labourers into the Colony for further



period of three months as it is considered that the entry of such labourers is likely to increase the severity of unemployment in the Colony.

- (11) Women and Girls Protection Ordinance 1930—Rules made by the Governor in Council under section 23 for the protection of women and girls and approved by the Legislative Council on 8th August, 1932, are published in *Gazette* Notification No. 1523 of 12th August, 1932.
- (12) Mui Tsai Ordinance 1932—Rules made by the Governor in Council under section 13 for the registration and control of the mui tsais are published in *Gazette* Notification No. 2300 of 2nd December, 1932.
- (13) Aliens Ordinance 1932—Rules made by the Governor in Council under section 30 for the control of aliens admitted into the Colony are published in *Gazette* Notification No. 2445 of 17th December, 1932.

As regards factory legislation, Ordinance No. 42 (Machinery) makes provision for the inspection of boilers, engines and other machinery and for regulating their control and working. Rules made by the Governor in Council under section 4 for the purpose of giving effect to the provisions of the Ordinance and published as Notification No. 2142 in the *Gazette* of 30th October, 1931, were approved by the Legislative Council on 26th January, 1933, and published as *Gazette* Notification No. 215 of 5th February, 1933.

Ordinance No. 197 (Labour) also contains numerous provisions aiming at the amelioration of the conditions under which labourers perform their work and also contains provisions similar to those of the Truck Acts in England.

As regards compensation for accidents, section 8 of Ordinance No. 111 (Civil Law) makes provisions for compensation similar to those adopted in Lord CAMPBELL'S Act (The Fatal Accidents Act, 1846). In 1932 the Workmen's Compensation Ordinance was passed, but has not yet been brought into force. This Ordinance as above stated provides for the payment by certain classes of employers, to their workmen, of compensation for injury by accident arising out of and in the course of their employment.

No legislative provisions exist for sickness or old age.

## CHAPTER XV

### Public Finance and Taxation

The revenue for the year 1932 amounted to \$44,562,294.92, which was \$14,172,250.92 more than the original estimate of \$30,390,044 and \$4,804,799.92 in excess of the revised estimate of \$39,757,495.

The expenditure was \$34,196,482.65 being \$11,338,988.35 less than the original estimate.

It will be seen therefore that in respect of the ordinary Revenue and Expenditure Headings, the year's working resulted in a surplus of about \$10.3 millions.



## (i).—REVENUE

The revenue was \$17,960,767.27 more than that of 1931. Details are shown in the following Table:—

| Heads of Revenue                                                                        | 1931          | 1932          | Increase      | Decrease   |
|-----------------------------------------------------------------------------------------|---------------|---------------|---------------|------------|
|                                                                                         | \$            | \$            | \$            | \$         |
| 1. Port, Harbour, Wharf and Light Dues ..                                               | 2,404.24      | 2,436.32      | 32.08         | ..         |
| 2. Licences, Excise and Internal Revenue not otherwise classified ..                    | 16,651,059.40 | 18,811,399.98 | 2,160,340.58  | ..         |
| 3. Fees of Court or Office, Payments for Specific Services and Reimbursements-in-aid .. | 1,149,958.33  | 1,157,714.90  | 7,756.57      | ..         |
| 4. Posts and Telegraphs ..                                                              | 2,136,784.83  | 2,161,061.29  | 24,276.46     | ..         |
| 5. Rents on Government Property ..                                                      | 1,750,990.63  | 1,670,954.20  | ..            | 80,036.43  |
| 6. Interest ..                                                                          | 3,808,466.24  | 6,147,899.07  | 2,339,432.83  | ..         |
| 7. Miscellaneous Receipts ..                                                            | 859,745.75    | 14,473,933.58 | 13,614,187.83 | ..         |
| Total exclusive of Land Sales and grants-in-aid                                         | 26,359,409.42 | 44,425,399.34 | 18,146,026.35 | 80,036.43  |
| 8. Land Sales ..                                                                        | 211,132.52    | 130,981.29    | ..            | 80,151.23  |
| 9. Grants-in-Aid Colonial Development Fund ..                                           | 30,985.71     | 5,914.29      | ..            | 25,071.42  |
| TOTAL REVENUE ..                                                                        | 26,601,527.65 | 44,562,294.92 | 18,146,026.35 | 185,259.08 |

The increase under the head Licences, Excise and Internal Revenue not otherwise classified, is chiefly attributable to an increase under the following subheads:—

|                        |           |
|------------------------|-----------|
|                        | \$        |
| Opium .. ..            | 816,611   |
| Petroleum Duties .. .. | 1,375,599 |
| Stamp Duties .. ..     | 188,797   |
| Tobacco Duties .. ..   | 476,162   |

The duty on petroleum which has a flashing point below 73° Fahrenheit was raised from 5 cents to 35 cents per gallon on the 28th September, 1931.

There are decreases under the following subheads, "Liquors" \$482,862, Pawnbrokers Ordinance \$173,656, Fines and Forfeitures etc., District and Police Courts \$40,861.

The decrease in Rents on Government Property is due mainly to less rents being received from the Telok Ayer Reclamation and also to the cancellation of temporary permits on Crown Lands.

The increase under Interest is due to the Interest on Opium Revenue Replacement Reserve Fund Investments being transferred to Revenue from 1st January, 1932.

The large increase of \$13.6 millions in Miscellaneous Receipts is accounted for by the fact that the figure includes a sum of \$10 millions transferred from the Currency Guarantee Fund and also by the appreciation of Colony Investments on revaluation according to market value as on 31st December, 1932.

Land Sales continue to show a falling off, which is due to the general trade depression.



## (ii).—EXPENDITURE

Particulars of expenditure are set out below:—

| Heads of Expenditure                                        | 1931          | 1932          | Increase   | Decrease      |
|-------------------------------------------------------------|---------------|---------------|------------|---------------|
|                                                             | \$            | \$            | \$         | \$            |
| 1. Charge on account of Public Debt ..                      | 37,083.40     | 37,083.40     | ..         | ..            |
| 2. Pensions, Retired Allowances and Gratuities, etc. ..     | 1,836,088.10  | 2,039,673.46  | 203,585.36 | ..            |
| 3. Charitable Allowances ..                                 | 44,340.18     | 33,820.79     | ..         | 10,519.39     |
| 4. The Governor ..                                          | 141,151.68    | 125,059.92    | ..         | 16,091.76     |
| 5. Civil Service ..                                         | 705,898.21    | 732,224.83    | 26,326.62  | ..            |
| 6. General Clerical Service ..                              | 1,090,904.62  | 1,119,367.63  | 28,463.01  | ..            |
| 7. Colonial Secretary, Resident Councillors and Resident .. | 134,166.42    | 124,251.09    | ..         | 9,915.33      |
| 8. Secretary to High Commissioner ..                        | 11,193.35     | 10,352.02     | ..         | 841.33        |
| 9. Agricultural Department ..                               | 96,270.10     | 90,993.27     | ..         | 5,276.83      |
| 10. Analyst ..                                              | 9,530.66      | 14,195.43     | 4,664.77   | ..            |
| 11. Audit ..                                                | 32,294.43     | 37,405.33     | 5,110.90   | ..            |
| 12. Audit, External ..                                      | (a) 23,578.73 | ..            | ..         | (a) 23,578.73 |
| 13. Chinese Secretariat ..                                  | 211,184.60    | 225,439.75    | 14,255.15  | ..            |
| 14. Co-operative Societies ..                               | 36,535.60     | 42,701.70     | 6,166.10   | ..            |
| 15. Drainage and Irrigation ..                              | ..            | 19,657.18     | 19,657.18  | ..            |
| 16. Ecclesiastical ..                                       | 24,700.00     | ..            | ..         | 24,700.00     |
| 17. Education ..                                            | 1,937,027.44  | 2,234,075.39  | 297,047.95 | ..            |
| 18. Fisheries ..                                            | 38,510.30     | 30,203.49     | ..         | 8,306.81      |
| 19. Forests ..                                              | 75,181.30     | 48,672.97     | ..         | 26,508.33     |
| 20. Gardens Botanical ..                                    | 121,890.23    | 112,463.47    | ..         | 9,426.76      |
| 21. Labour Department ..                                    | 63,097.81     | 140,010.98    | 76,913.17  | ..            |
| 22. Land and District Offices ..                            | 255,148.85    | 285,044.04    | 29,895.19  | ..            |
| 23. Legal ..                                                | 397,354.82    | 398,164.08    | 809.26     | ..            |
| 24. Marine ..                                               | 652,382.03    | 599,074.39    | ..         | 53,307.64     |
| 25. Marine Surveys ..                                       | 87,197.31     | 92,447.03     | 5,249.72   | ..            |
| 26. Medical ..                                              | 452,919.31    | 480,826.31    | 27,907.00  | ..            |
| 27. Medical, Health Branch ..                               | 717,479.57    | 569,700.89    | ..         | 147,778.68    |
| 28. Medical, Social Hygiene Branch ..                       | 125,724.94    | 110,293.06    | ..         | 15,431.88     |
| 29. Medical, Hospital and Dispensaries ..                   | 2,443,878.95  | 2,156,868.46  | ..         | 287,010.49    |
| 30. Military Expenditure—                                   |               |               |            |               |
| I. Defence Contribution ..                                  | 4,189,285.65  | 3,947,142.84  | ..         | 242,142.81    |
| II. Local Forces ..                                         | 576,813.76    | 369,635.89    | ..         | 207,177.87    |
| 31. Miscellaneous Services ..                               | 11,589,314.90 | 2,499,611.81  | ..         | 9,089,703.09  |
| 32. Monopolies ..                                           | 1,340,838.01  | 1,231,610.56  | ..         | 109,227.45    |
| 33. Museum and Library, Raffles ..                          | 57,643.79     | 49,080.26     | ..         | 8,563.53      |
| 34. Police ..                                               | 3,290,873.95  | 3,176,278.77  | ..         | 114,595.18    |
| 35. Post Office ..                                          | 2,299,770.95  | 1,713,250.01  | ..         | 586,520.94    |
| 36. Printing Office ..                                      | 268,231.67    | 212,591.16    | ..         | 55,640.51     |
| 37. Prisons ..                                              | 495,313.96    | 506,068.61    | 10,754.65  | ..            |
| 38. Public Works Department ..                              | 666,031.08    | 794,178.22    | 128,147.14 | ..            |
| 39. Public Works, Recurrent Expenditure ..                  | 1,048,606.03  | 1,034,621.87  | ..         | 13,984.16     |
| 40. Public Works, Extraordinary ..                          | 8,197,700.40  | 5,762,213.03  | ..         | 2,435,487.37  |
| 41. Statistics ..                                           | 40,062.53     | 36,156.55     | ..         | 3,905.98      |
| 42. Survey Department ..                                    | 423,531.22    | 422,725.37    | ..         | 805.85        |
| 43. Transport ..                                            | 375,464.63    | 351,988.68    | ..         | 23,475.95     |
| 44. Treasury ..                                             | 107,622.78    | 91,529.92     | ..         | 16,092.86     |
| 45. Veterinary ..                                           | 73,134.83     | 72,098.05     | ..         | 1,036.78      |
| 46. Grants-in-aid Colonial Development Fund ..              | 6,762.41      | 15,630.69     | 8,868.28   | ..            |
| TOTAL ..                                                    | 46,802,558.03 | 34,196,482.65 | 893,821.45 | 13,499,896.83 |

(a) Expenditure Credit



The increase in Pensions, Retired Allowances and Gratuities, etc., is mainly due to the increases in the Commutations of Pensions to Officers who have exercised their option under the Pensions (Gratuities) Ordinance 1926, Gratuities to officers not entitled to pension, Gratuities to families of deceased officers and Refund of Bachelors' Contributions under the Widows and Orphans Pensions Ordinance.

The External Audit Department was merged with the Audit Department with effect from 1st January, 1932 and is under the direct control of the Director of Colonial Audit. The increase in the Audit Department is due to a new item, Share of Home Expenditure, and to an increase in transport and other allowances.

The increase under Chinese Secretariat is mainly due to the repatriation of destitutes and decrepits in Singapore, Penang and Malacca.

The Drainage and Irrigation Department came into operation from the 1st January, 1932.

Ecclesiastical expenditure was transferred to Miscellaneous Services Other Charges, Annually Recurrent.

The increase under Education is due to increments in accordance with approved graduated schemes, to promotions, to additions to staff for new schools under Personal Emoluments and to the increased amount of the Government contributions to the Education Department.

The increase in the Labour Department is mainly due to the Colony's share of the cost of repatriating Indian labourers from Malaya in 1932.

Under Medical General there was an increase of \$22,200 due to the new posts of Director, Deputy Director and Secretary to Director created in 1932, of which \$15,600 was recoverable from the Federated Malay States.

The big decrease under Miscellaneous Services is due to the fact that in 1931 large sums were expended under the following special heads:—

|                                                                                                                      | \$        | c. |
|----------------------------------------------------------------------------------------------------------------------|-----------|----|
| Balance of Colony's share of the Railway deviation from Bukit Timah to Tanjong Pagar ..                              | 2,288,320 | 00 |
| Depreciation in value of Surplus Investments in order to reduce them to market value as on 31st December, 1931 .. .. | 2,116,083 | 27 |
| Acquisition of land for a Civil Aerodrome ..                                                                         | 1,080,489 | 47 |

The abolition of Temporary Allowances in 1932 also accounts for the decrease under Miscellaneous Services.

The decrease under Monopolies is due to the reduction of the Working Expenses and Maintenance of Government Shops.

The decrease under Police is due to the reduction under Personal Emoluments on account of the retirement and retrenchment of staff and also due to the savings on Other Charges Annually Recurrent.



The decrease under Post Office is mainly due to vacancies remaining unfilled, discontinuance of overtime allowances, cessation of Special Train Service and reduction in special expenditure.

The increase under Public Works Department is mainly due to payment of personal emoluments to engineers and architects on loan from the Federated Malay States, to temporary clerical and architectural assistance and to travelling allowances.

The decreases under Public Works, Recurrent Expenditure and Public Works Extraordinary are due to savings effected on the recommendations of the Retrenchment Committee.

Exclusive of Defence Contribution, the following table shows the Colony's expenditure for the last five years and the portion of it which has been spent in Public Works:—

| <i>Year</i> |    |    | <i>Total<br/>Expenditure</i> | <i>Public Works<br/>Extraordinary</i> |
|-------------|----|----|------------------------------|---------------------------------------|
| 1928        | .. | .. | 31,047,608                   | 5,489,873                             |
| 1929        | .. | .. | 31,936,283                   | 5,133,968                             |
| 1930        | .. | .. | 35,000,586                   | 5,658,712                             |
| 1931        | .. | .. | 42,613,272                   | 8,197,700                             |
| 1932        | .. | .. | 30,249,340                   | 5,762,470                             |

The amounts paid as Defence Contribution for the last five years are:—

|      |    |    |    |    | \$        |
|------|----|----|----|----|-----------|
| 1928 | .. | .. | .. | .. | 3,960,000 |
| 1929 | .. | .. | .. | .. | 3,775,714 |
| 1930 | .. | .. | .. | .. | 4,239,728 |
| 1931 | .. | .. | .. | .. | 4,189,286 |
| 1932 | .. | .. | .. | .. | 3,947,143 |

Refunds of \$139,500 and \$454,397 received in 1928 and 1929 in respect of overpayment in the financial years 1926–1928 and 1927–1928 respectively are not included in the above figures.



(iii).—ASSETS AND

The Assets and Liabilities of the Colony on the 31st December,

|                                                                     | \$                                       | c.             | \$             | c.           |
|---------------------------------------------------------------------|------------------------------------------|----------------|----------------|--------------|
| <i>Liabilities</i>                                                  |                                          |                |                |              |
| <b>Deposits:—</b>                                                   |                                          |                |                |              |
| Court .. .. .                                                       | 2,107,440.20                             |                |                |              |
| Bankruptcy .. .. .                                                  | 1,072,472.28                             |                |                |              |
| Mercantile Marine Fund .. .. .                                      | 756,938.80                               |                |                |              |
| Police Reward Fund .. .. .                                          | 3,794.52                                 |                |                |              |
| Malacca and Districts, Miscellaneous .. .. .                        | 124,869.32                               |                |                |              |
| Penang and Districts, Miscellaneous .. .. .                         | 263,871.52                               |                |                |              |
| Miscellaneous .. .. .                                               | 2,088,247.12                             |                | 6,417,633.76   |              |
| <b>Drafts and Remittances .. .. .</b>                               |                                          |                |                | 45,794.88    |
| Suspense Account {                                                  | Stores, P. W. D. .. .. .                 | 3,295.41       |                |              |
|                                                                     | Coins for reminting, etc. .. .. .        | 2,539,163.36   |                |              |
|                                                                     | Interest, Currency Commissioners .. .. . | 61,993.27      |                |              |
|                                                                     | Other items .. .. .                      | 193,655.50     |                | 2,798,107.54 |
| <b>Loans:—</b>                                                      |                                          |                |                |              |
| Straits Settlements 5½% War Loan 1918-1928                          |                                          | 100.00         |                |              |
| Straits Settlements 6% War Loan 1916 .. .. .                        |                                          | 1,900.00       |                |              |
| Straits Settlements 5½% Conversion Loan 1919-1929 .. .. .           |                                          | 3,100.00       |                | 5,100.00     |
| <b>Surplus:—</b>                                                    |                                          |                |                |              |
| Amount set aside for Opium Revenue Replacement Reserve Fund .. .. . |                                          | 124,082,281.00 | 57,544,891.54  |              |
| Balance of general surplus .. .. .                                  |                                          |                | 66,537,389.46  |              |
| <b>TOTAL .. .. .</b>                                                |                                          |                | 133,348,917.18 |              |

The Surplus on 31st December, 1932, amounted to \$66,537,389.46, of which approximately \$38 millions were liquid. Against this commitment on loans already approved to public bodies in the Colony and to other administrations amounted to \$8,634,416 and contingent liabilities to public bodies amounted to \$10,717,401. In addition, the estimated deficit on the Budget for 1933 amounting to \$5,628,146 and further commitments in connection therewith amounting to \$7,415,996 had to be met. The total commitments and contingent liabilities on 1st January, 1933 against the surplus thus amounted to \$32,395,959.



## LIABILITIES

1932 were as follows:—

|                                                     |                                                      | \$            | c. | \$            | c.             |
|-----------------------------------------------------|------------------------------------------------------|---------------|----|---------------|----------------|
| <i>Assets</i>                                       |                                                      |               |    |               |                |
| Investments:—                                       |                                                      |               |    |               |                |
|                                                     |                                                      | \$            | c. |               |                |
| Colony—                                             | Crown Agents on Deposit                              | 33,281,287.01 |    |               |                |
|                                                     | Fixed Deposit                                        | 6,328,000.00  |    |               |                |
|                                                     | Miscellaneous                                        | 719,190.46    |    |               |                |
|                                                     |                                                      |               |    | 40,328,477.47 |                |
| Opium Revenue Replacement Reserve Fund ..           |                                                      |               |    | 57,544,891.54 |                |
| Court .. .. .                                       |                                                      |               |    | 1,077,389.50  |                |
| Bankruptcy .. .. .                                  |                                                      |               |    | 935,588.58    |                |
| Mercantile Marine Fund .. .. .                      |                                                      |               |    | 687,580.20    |                |
| Other Investments .. .. .                           |                                                      |               |    | 1,200,728.87  |                |
|                                                     |                                                      |               |    |               | 101,774,656.16 |
| Joint Colonial Fund (Crown Agents) ..               |                                                      |               |    | ..            | 655,714.28     |
| Advances .. .. .                                    |                                                      |               |    | ..            | 2,289,467.48   |
| Imprests .. .. .                                    |                                                      |               |    | ..            | 2,074.56       |
| Cash in Transit .. .. .                             |                                                      |               |    | ..            | 14,457.54      |
| Suspense Account—                                   | Subsidiary Coins held by the F.M.S. Treasury .. .. . |               |    | 95,100.00     |                |
|                                                     | Stores, P. W. D. .. .. .                             |               |    | 157,002.51    |                |
|                                                     | Other items .. .. .                                  |               |    | 497,039.60    |                |
|                                                     |                                                      |               |    |               | 749,142.11     |
| Loans:—                                             |                                                      |               |    |               |                |
|                                                     |                                                      | \$            | c. |               |                |
| Municipality, Singapore                             |                                                      | 539,289.46    |    |               |                |
| Municipality, Penang                                |                                                      | 125,000.00    |    |               |                |
| Municipality, Malacca                               |                                                      | 364,940.33    |    |               |                |
|                                                     |                                                      |               |    | 1,029,229.79  |                |
| Brunei Government .. .. .                           |                                                      |               |    | 2,000.00      |                |
| Kelantan Government .. .. .                         |                                                      |               |    | 5,130,683.98  |                |
| Trengganu Government .. .. .                        |                                                      |               |    | 3,986,485.01  |                |
| Singapore Harbour Board .. .. .                     |                                                      |               |    | 4,801,015.93  |                |
| Penang Harbour Board .. .. .                        |                                                      |               |    | 2,747,965.71  |                |
| Mohamedan and Hindu Endowment Board, Penang .. .. . |                                                      |               |    | 53,250.00     |                |
| Singapore Cricket Club .. .. .                      |                                                      |               |    | 3,399.25      |                |
| Stadium Association .. .. .                         |                                                      |               |    | 10,000.00     |                |
| S.S. War Service Land Grants Scheme ..              |                                                      |               |    | 107,750.66    |                |
|                                                     |                                                      |               |    |               | 17,871,780.33  |
| Indian Agency Account .. .. .                       |                                                      |               |    | ..            | 79,634.61      |
| Cash .. .. .                                        |                                                      |               |    | ..            | 9,911,990.11   |
| TOTAL ..                                            |                                                      |               |    | ..            | 133,348,917.18 |



## (iv).—PUBLIC DEBT

The indebtedness of the Colony in respect of the Loan raised by the issue of 3½% Straits Settlements Inscribed Stock under the provisions of Ordinance No. 98 (Loan) amounted on the 31st December, 1931 to £6,913,352, of which the equivalent in local currency is \$59,257,302.

The expenditure upon Services in respect of which this loan was raised stands as follows:—

|                                            | \$                       |
|--------------------------------------------|--------------------------|
| Singapore Harbour Board .. ..              | 47,720,526               |
| Penang Harbour Board .. ..                 | 2,093,974                |
| Municipal Commissioners, Singapore ..      | 4,484,460                |
| Municipal Commissioners, Penang ..         | 1,250,000                |
| Government Harbour Works .. ..             | 320,137                  |
|                                            | <hr/> \$55,869,097       |
| Loan Expenses and cost of conversion (1907 |                          |
| Loan) less interest received .. ..         | 3,388,205                |
|                                            | <hr/> \$59,257,302 <hr/> |

The charge on account of interest on, and expenses of, this loan was \$2,079,909 in 1932. This charge is, however, borne by the Singapore Harbour Board and other bodies to whom portions of the loans have been allotted. The value of the Investments of the Sinking Fund of this loan on the 31st December, 1932 was approximately \$16,472,300.

The indebtedness of the Colony under the Straits Settlements and Federated Malay States Victory Loan 1920 stands at \$15,074,300. The principal and the major portion of the interest on this loan is payable by His Majesty's Government.

The Sterling Loan issued under the provision of Ordinance No. 182 (Straits Settlements Loan No. 11) amounted to \$80,185,714 (£9,355,000). The whole of the proceeds has been handed over to the Federated Malay States Government, which has legislated for the payment of the interest and charges in connection with the Loan and of Sinking Fund Contributions to extinguish it.

## (v).—TAXATION

Revenue from taxation is mainly derived from duties on liquors, tobacco and petroleum imported into and consumed in the Colony and from the profits on the opium monopoly, which is entirely controlled by the Government. The other main items are Stamp Duties, Estate (Death) Duties and Pawnbrokers' licences, which are issued to successful tenderers on payment of a monthly rent for a period of three years.



The yield from direct taxation is small and all of it obtained from licences.

The total revenue under the main head of Duties, Taxes and Licences for the year 1932 was \$18,811,400 forming the greater portion of the Colony's Revenue and the yields under the principal items were as follows:—

|                                            | \$        |
|--------------------------------------------|-----------|
| Liquors .. .. .                            | 2,557,137 |
| Opium Revenue .. .. .                      | 6,891,347 |
| Pawnbrokers Licences .. .. .               | 481,478   |
| Petroleum Revenue .. .. .                  | 2,845,108 |
| Stamp Duties (Various Revenue Services) .. | 798,362   |
| Stamp Duties (Estate Duties) .. .. .       | 747,375   |
| Tobacco Duties .. .. .                     | 3,876,913 |

The only fiscal measure approximating to a customs tariff is the imposition of duties on liquors, tobacco and petroleum imported into and consumed in the Colony.

Excise revenue is comprised principally of the revenue from the opium monopoly and from duties on intoxicating liquors manufactured in the Colony. In the latter case the duties are seven-tenths of the amounts prescribed for imported liquors of similar brand. The only liquor manufactured locally, which is subject to this duty, is samsoo. In addition the Government itself controls most of the manufacture and sale of toddy, but the revenue is so far unimportant.

Stamp duties including Estate (Death) Duties form an important source of Revenue. Estate Duties, revised with effect from 1st January, 1932, are based on a graduated scale from a minimum of 1% on estates with a principal value of over \$1,000 to 20% on estates with a principal value of over \$10,000,000.

Stamp Duties are imposed on all documents required to be stamped under the provision of the Stamp Ordinance 1929. The principal duties are:—

|                                                    |                                          |
|----------------------------------------------------|------------------------------------------|
| Agreement under hand only ..                       | 25 cents.                                |
| Bill of Exchange including Promissory Note .. .. . | 5 cents for every \$100 or part thereof. |
| Cheque .. .. .                                     | 4 cents.                                 |
| Conveyance Maximum ..                              | \$1.50 for every \$250 or part thereof.  |
| Mortgage Maximum ..                                | \$1.00 for every \$500 or part thereof.  |
| Receipt .. .. .                                    | 4 cents.                                 |

A Betting Tax was introduced with effect from 1st January, 1932 and the amount collected in 1932 was Singapore \$189,737.50 and Penang \$78,575.70.



## CHAPTER XVI

## Miscellaneous

## A.—PRINCIPAL LANGUAGES

Malay, as well as being the language of the Malay inhabitants of the Colony, is also, in a modified form, the language spoken in the homes of the majority of the Straits-born Chinese, particularly in Malacca.

Early Muslim traders, the Portuguese, the Dutch and the English have all used and spread it as a *lingua franca* so that it has become, in a much debased form, the language of the shop and the market for the Colony's cosmopolitan population. Signs are not lacking, however, that it is gradually being superseded by English as the language of commerce.

Malay, as well as the languages of such immigrants to the Straits Settlements as the Bugis from the Celebes, Sundanese Madurese and Javanese, and the Minangkabau people of Sumatra, belongs to the western branch of the Austronesian family which covers an area from Formosa to New Zealand and from Madagascar to Easter Island. Even within this western branch, however, languages differ more widely than English from Dutch or French from Italian.

With Islam the Malays adopted the Persian form of the Arabic alphabet, but there is a growing literature in romanised script.

The Chinese languages spoken in the Straits Settlements are those of the districts in the south of China, principally in the Kwangtung and Fukien Provinces, from which the immigration is almost entirely drawn.

Figures based on the Census for 1931 shew the extent to which the various languages are spoken to be: Hokkien, 43.2% ; Cantonese, 21.4% ; Tiu Chiu, 17.4% ; Hakka (Kheh), 7.9% ; Hailam, 5.4% ; Hok Chhia, 1.5% ; Hok Chiu, 1.3% and other dialects, 1.9%.

Of the Southern Indians who form over nine-tenths of the total Indian population, practically all speak one or other of the Dravidian languages, Tamil, Telugu or Malayalam. The vast majority (over 90%) speak Tamil and of the remainder the Malayalis are about three times as numerous as the Telugus.

The remaining Indian population consists of Northern Indians, whose principal languages are Punjabi, Bengali and Hindustani, with a few hundreds from Bombay Presidency, who speak Gujarati and Mahrati and a negligible number of Burmese and Nepalese.

## B.—LAND TENURE

*Singapore.*—Land in the hands of private owners in Singapore is held direct from the Crown either by lease or grant. The earliest of the existing titles are the 999-year leases issued for land in the town soon after the founding of Singapore.

The first of the present 99-year leases for land in the town was issued in 1838.



From 1845 onwards a large number of freehold grants were issued for land outside the limits of the town. The margin allowed for the expansion of the town was, however, insufficient, with the result that land in the most densely crowded part of the present town is occasionally found to be held under titles which were originally issued for land required for agricultural purposes. In the case of town lands the issue of 99-year leases continued.

After the transfer to the Colonial Office in 1867 the titles issued for land both in town and country were 99-year leases and 999-year leases. Ordinance No. II of 1886, now Ordinance No. 34 (Crown Lands), provided for a statutory form of Crown Title—the present Statutory Land Grant, which is a grant in perpetuity subject to a quit-rent and of which the form was simplified by the omission of various covenants and conditions previously inserted in leases, most of which are implied by virtue of the Statute.

The Statutory Grant has been the usual form of title issued in the past, but the policy now is to restrict the issue of such Grants, substituting as far as possible leases for terms not exceeding 99-years. Monthly and annual permits are also issued for the temporary occupation of Crown Land.

*Penang.*—Land in Penang and Province Wellesley is held from the Crown, by indenture, grant or lease. The conditions of tenure vary according to the policy of the Government at the time the documents were issued. In Penang eleven different kinds of title are in the hands of the public as compared with eighteen in Singapore. Unoccupied Crown land is now alienated under lease.

*Malacca.*—The tenure of a considerable portion of the land in Malacca Town has remained unchanged since the days of Dutch rule. Possession is evidenced in many cases by documents of title in Dutch.

The remainder of the land in the Town is chiefly held under leases of 99-years, but there are a few leases of 999-years and a few Statutory Grants.

Alienated land in the country is held under Statutory Grants or 99-year leases from the Crown in the case of estates, but small holdings owned by Malays are held under Customary tenure as defined by the Malacca Lands Ordinance.

*Labuan.*—Land in Labuan is held in accordance with the provisions of Ordinance No. 127 (Labuan) and is alienated ordinarily by public auction.

The titles existing are leases of 999-years or less, but since 1919 leases for 30-years only have been granted.

Throughout the Colony alienation of the foreshore is governed by the provisions of Ordinance No. 69 (Foreshores).

### C.—CO-OPERATION

Progress has been maintained in all branches of Co-operation in each Settlement.

In Singapore, where Urban Co-operation makes most appeal, there are now 12 societies as compared with 7 in 1931. Paid up



share capital increased from \$415,432 to \$549,000 and the membership from 3,720 to 5,226.

The amount of subscribed share capital deposited in the banks or invested in gilt-edged securities increased from \$296,072 at the end of last year to \$360,181 at the end of 1932.

During the year a start was made to organise Thrift Societies amongst the labourers of the Singapore Municipality and one society was registered during April. At the end of the year, the membership of this society was 744 and the total subscription capital was \$9,902.

In Malacca, there was no change in the number of salary earners' societies. These societies increased their membership slightly from 1,051 to 1,106, but there was a substantial increase in the amount of paid-up subscription which came to \$155,500 as compared with \$119,446 at the end of 1931.

The eight Rural Credit Societies continued to function throughout the year, but with a decreased membership, which fell from 336 to 319. The paid-up capital at the end of the year was \$8,411 as against \$8,560 previously.

During the year, two societies for estate labourers were registered, and at the end of the year these two societies had a membership of 228 with a paid-up subscription capital of \$1,016.

In Penang and Province Wellesley there are now seven Thrift and Loan Societies as compared with eight for the previous year. The Province Wellesley Police Society was merged into the Penang Police Society, as it was found that, owing to constant transfers of the members from one place to the other, complications arose in the accounts of the two societies. The total membership of these societies has decreased slightly from 2,866 last year to 2,668 at the end of 1932. Paid-up subscription capital has increased from \$182,995 to \$234,400. The total amount invested in gilt-edged securities or deposited in the banks now amounts to \$161,819 as compared with \$128,892 at the end of the previous year.

There has been no change in the number of Rural Credit Societies which are still six in number. The total membership was 142 and the paid-up capital \$4,693. The reserve fund totalled \$997. Cash in hand or at the bank amounted to \$3,126.

At the beginning of the year, there were 7 societies for Indian estate labourers in Province Wellesley. During the year, a society for the Indian labourers of the Penang Smelting Works at Butterworth was registered. This society has a membership of 84 and a subscription capital of \$320. The total membership of the eight societies was 1,007 as against 1,534 previously. The paid-up subscription capital amounted to \$19,681 as compared with \$19,213 at the end of the previous year.

In spite of the continued trade depression, the societies are doing excellent work and the increased demand for Indian labourers societies is most marked. Although at the end of the year only four additional societies had been actually registered, several others are in the process of formation.



## D.—EVENTS OF THE YEAR

Sir CECIL CLEMENTI, G.C.M.G., Governor and Commander-in-Chief was on duty throughout the year.

Mr. M. B. SHELLEY acted as Colonial Secretary until the 5th February when Sir JOHN SCOTT, K.B.E., C.M.G., returned from leave and resumed office.

Major-General L. C. L. OLDFIELD, C.B., C.M.G., D.S.O., General Officer Commanding the Troops, Malaya and Group Captain A. H. JACKSON, Officer Commanding Royal Air Force, Far East, remained at their posts throughout the year.

Captain M. BROCK BIRKETT, D.S.O., R.N., was succeeded by Captain M. R. J. MAXWELL SCOTT as Captain-in-Charge of His Majesty's Naval Establishments.

Sir SAMUEL WILSON, permanent Under Secretary of State for the Colonies, arrived in the Colony on the 10th November.

On the 2nd February the Crown Prince and Princess of Belgium, travelling incognito as Count and Countess Leopold de Rethy, arrived in the course of a tour of the Far East and on the 11th July His Highness the Sultan of Brunei passed through on his way to Europe.

The New Year Honours List contained the following names:—

Sir JOHN SCOTT, K.B.E.

Mr. V. A. LOWINGER, C.B.E. (Civil Division).

A. S. HAYNES,  
*Ag. Colonial Secretary, S.S.*

SINGAPORE, 22nd August, 1933.



## APPENDIX "A"

## PUBLICATIONS RELATING TO MALAYA

| Title                                                                                       | Price              | Publishers or Agents for Sale                                              |
|---------------------------------------------------------------------------------------------|--------------------|----------------------------------------------------------------------------|
| Colonial Office List .. ..                                                                  | 35/-               | The Crown Agents for the Colonies, London                                  |
| Blue Book .. ..                                                                             | \$6                | The Government Printing Office, Singapore                                  |
| Annual Departmental Reports ..                                                              | \$6                | Kelly & Walsh Ltd., Singapore<br>The Government Printing Office, Singapore |
| Census Report, British Malaya, 1931 .. ..                                                   | \$5                | Kelly & Walsh Ltd., Singapore                                              |
| Malayan Statistics .. ..                                                                    | \$1                | The Crown Agents for the Colonies; Malayan Information Agency, London      |
| Report on visit to Malaya, etc. (Ormsby-Gore) .. ..                                         | 4/6                | Malayan Information Agency, London                                         |
| Economic Conditions in British Malaya to 28th February, 1931 (Boulter) .. ..                | 2/-                | H. M. Stationery Office                                                    |
| The Malayan Agricultural Journal                                                            | 50cts.             | H. M. Stationery Office                                                    |
| Malayan Forest Records ..                                                                   | 50cts. to \$2      | The Dept. of Agriculture, S.S. and F.M.S.                                  |
| Tin Fields of the Federated Malay States (Scrivenor) .. ..                                  | ..                 | The Forest Dept., S.S. & F.M.S.                                            |
| The Geology of Malayan Ore Deposits (Scrivenor) .. ..                                       | 16/-               | Malayan Information Agency, London                                         |
| A Sketch of Malayan Mining (Scrivenor) .. ..                                                | ..                 | Macmillan & Co., Ltd., London                                              |
| The Geology of Malaya (Scrivenor)                                                           | 16/-               | Mining Publications Ltd., London                                           |
| Malaya, Its People, Flora and Fauna (Enriquez) .. ..                                        | 21/-               | Macmillan & Co., Ltd., London                                              |
| The Flora of the Malay Peninsula (Ridley) .. ..                                             | £11-11-0<br>5 vol. | Hurst & Blackett Ltd., London                                              |
| The Birds of the Malay Peninsula (Robinson), 2 vols. .. ..                                  | 35/-<br>p. vol.    | L. Reeve & Co., London                                                     |
| The Birds of Singapore Island (Bucknell and Chasen) ..                                      | \$5                | H. F. and G. Witherby, London                                              |
| Malayan Fishes (Maxwell) ..                                                                 | \$1                | The Government Printing Office, Singapore                                  |
| Oxford Survey of British Empire, Volume II .. ..                                            | 15/-               | Kelly & Walsh Ltd., Singapore                                              |
| One Hundred Years of Singapore (Makepeace, Brooke, Braddell), 2 vols. .. ..                 | out of print       | The Malayan Branch, Royal Asiatic Society, Singapore                       |
| Banner, H. S. A., Tropical Tapestry                                                         | 12/6               | Oxford University Press                                                    |
| Evans, Ivor H. N., Studies in Religion Folklore and Custom in B.N.B. and Malay Peninsula .. | 20/-               | John Murray, London                                                        |
| Evans, Papers on the Ethnology and Archaeology of the Malay Peninsula .. ..                 | 15/-               | Thornton Butterworth Ltd., London                                          |
|                                                                                             |                    | Cambridge University Press                                                 |
|                                                                                             |                    | Cambridge University Press                                                 |



APPENDIX "A"—*concluded*  
PUBLICATIONS RELATING TO MALAYA—*concluded*

| Title                                                                                   | Price               | Publishers or Agents for Sale                        |
|-----------------------------------------------------------------------------------------|---------------------|------------------------------------------------------|
| German, R. L., Handbook to British Malaya .. .. .                                       | 2/6                 | Malayan Information Agency, London                   |
| Gibson, Ashley, The Malay Peninsula .. .. .                                             | 5/-                 | J. M. Dent & Sons Ltd., London                       |
| Gimlette, J. D., Malayan Poisons and Charm Cures .. .. .                                | 10/-                | J. & A. Churchill, London                            |
| Lucas, C. P., Historical Geography of British Dominions, Vol. I .. .. .                 | not sold separately | Oxford University Press                              |
| Maxwell, Sir W. G., In Malay Forests .. .. .                                            | 5/-                 | William Blackwood, London                            |
| Mills, L. A., British Malaya 1824-1867 .. .. .                                          | \$3.50              | The Malayan Branch, Royal Asiatic Society, Singapore |
| Song Ong Siang, One Hundred Years of the Chinese in Singapore .. .. .                   | 30/-                | John Murray, London                                  |
| Swettenham, Sir F., British Malaya .. .. .                                              | 12/6                | J. Lane, London                                      |
| Wheeler, L. R., The Modern Malay .. .. .                                                | 15/-                | Allen & Unwin, London                                |
| Wilkinson, R. J., Papers on Malay Subjects (Incidents of Malay Life; Law, etc.) .. .. . | \$1 each            | The Committee for Malay Studies, F.M.S.              |
| Winstedt, R. O., Malaya .. .. .                                                         | out of print        | Constable & Co., Ltd.                                |



APPENDIX A

RELATIONS BETWEEN THE UNITED STATES AND THE WORLD

| Country                           | Value | Description                                                         |
|-----------------------------------|-------|---------------------------------------------------------------------|
| United States                     | 100   | Total value of exports and imports                                  |
| Canada                            | 15    | Value of exports and imports with Canada                            |
| Mexico                            | 10    | Value of exports and imports with Mexico                            |
| Central America and the Caribbean | 5     | Value of exports and imports with Central America and the Caribbean |
| South America                     | 10    | Value of exports and imports with South America                     |
| Europe                            | 20    | Value of exports and imports with Europe                            |
| Asia                              | 15    | Value of exports and imports with Asia                              |
| Africa                            | 5     | Value of exports and imports with Africa                            |
| Australia and Oceania             | 5     | Value of exports and imports with Australia and Oceania             |
| Total                             | 100   | Total value of exports and imports                                  |





# SINGAPORE 1932

Scale, 2 Miles to 1 Inch

Yards 1000 0 1000 2000

| REFERENCE             |                    |
|-----------------------|--------------------|
| Metalled Roads        | Municipal Boundary |
| Railways with Station | Native             |
|                       | State              |







# MAP OF PENANG ISLAND AND PROVINCE WELLESLEY 1932

Scale 2 Miles to 1 Inch

1:250,000

NORTH  
CHANNEL

SOUTH  
CHANNEL

## REFERENCE

- Railway with Station 
- Metalled Road 
- State Boundary 
- District 
- River 
- Municipal 
- Village 



MAP  
OF  
PENANG ISLAND  
AND  
PROVINCE WELLES  
1932

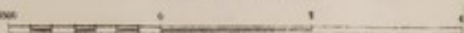
Scale 2 Miles to 1 inch



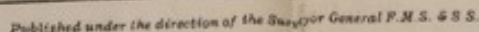


## 1932

Yantai 3508



Metalled Roads..... State Boundary  
Majim Boundary.....





# DINDINGS

1882

Scale 1 inch = 3 Miles

REFERENCE

Metalled Roads  
State Boundary  
Maximum Boundary





# MALACCA TERRITORY 1932

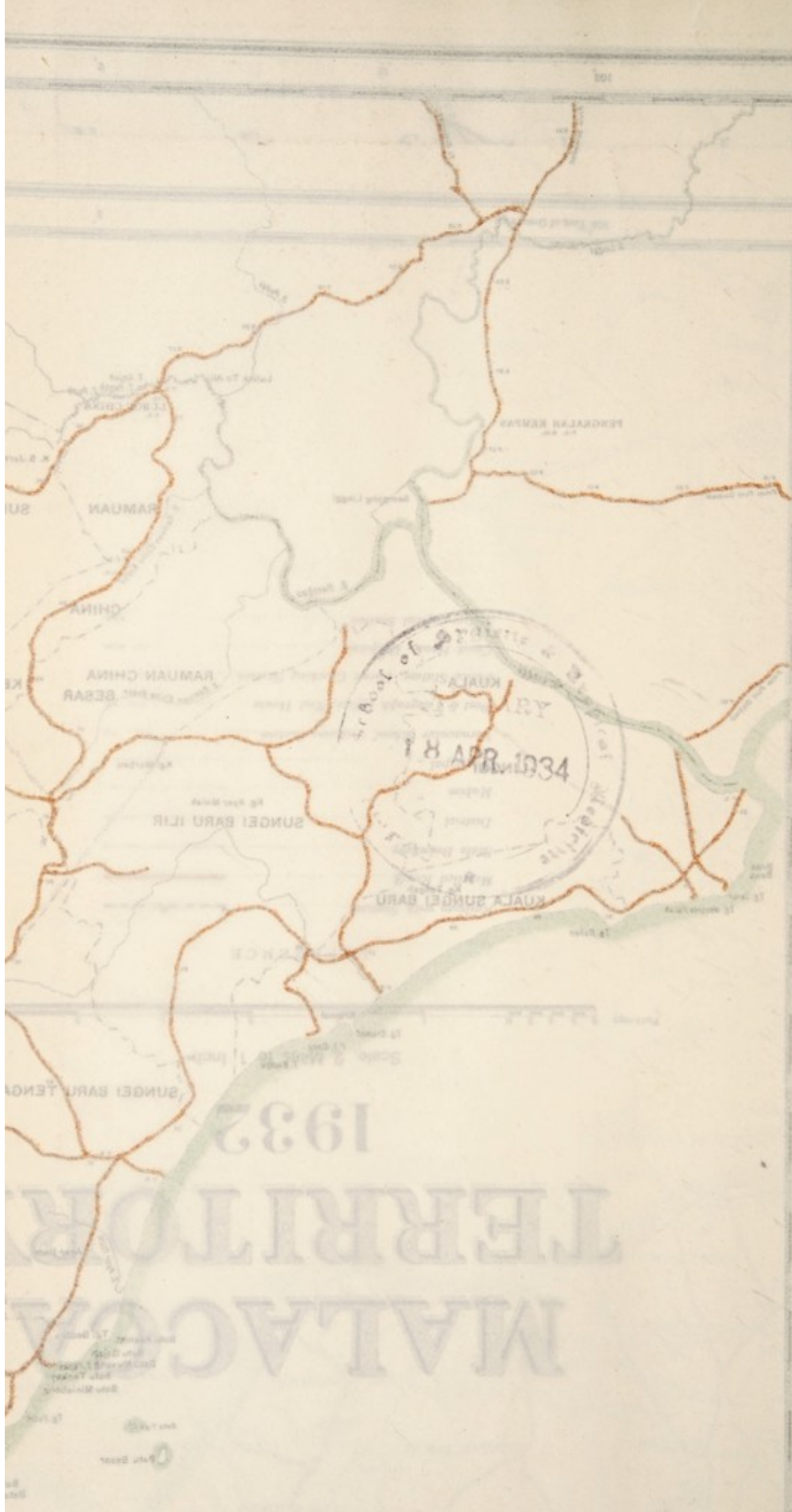
Scale 2 Miles to 1 Inch

## REFERENCE

|                                       |       |
|---------------------------------------|-------|
| Frontier with States                  | ..... |
| Railroad Route                        | ————— |
| State Boundary                        | ————— |
| Highway                               | ————— |
| Water                                 | ~~~~~ |
| Principal                             | ————— |
| Temple, School, Custom House          | ..... |
| Post & Telegraph Office, Rail Station | ..... |
| Police Station, Fire-Checking Station | ..... |
| Civil Station, Hospital               | ..... |
| Ministerial Station                   | ..... |









# EMPIRE MARKETING BOARD PUBLICATIONS

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