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No. 1931

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

STRAITS SETTLEMENTS,
1938

(For Report for 1936 see No. 1812 (Price 4s. 6d.) and for
Report for 1937 see No. 1863 (Price 2s. 6d.).)

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LONDON

PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE

(PRINTED IN THE STRAITS SETTLEMENTS)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE STRAITS SETTLEMENTS 1938

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), 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, and about 217 square miles in area. 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 which also form 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 60 square miles, and contains extensive deposits of phosphate of lime. It is largely undeveloped.

The Cocos or Keeling Islands, a group of 27 small coral islands, lie about 700 miles south west of Batavia. The largest is five miles long and $\frac{1}{4}$ mile wide. Only two, "Home" and "Direction" Islands are regularly inhabited, the latter by the staff of the Eastern Extension Telegraph Company, which maintains a cable station there. Home Island houses the labour force for working the large coconut plantations on the Islands. The only export is copra.

Penang is an island about 15 miles long and 9 broad, and about 108 square miles in area. 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 varying in width from 2 to 10 miles, lies *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. The principal town of the province is Butterworth.

Malacca is a town situated on the west coast of the Peninsula about 110 miles from Singapore and 240 from Penang. It gives its name to the Settlement of Malacca, a strip of territory about 42 miles in length and varying in breadth from 8 to 25 miles, with a total area of about 637 square miles. At one time it gave its name to the whole peninsula, which is still known to the French as the Presqu'île de Malacca.

Labuan is an island, some 35 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. The Settlement comprises seven smaller islands, some of them cultivated.

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 great entrepôts for the commerce of the East. But, with the development of Dutch commerce 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 dwindled and it has never recovered its old commercial pre-eminence although the development of plantation rubber in the present century has restored to town and territory a large measure of prosperity.

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 and remained a part of the Settlement of Penang until its retrocession to the State of Perak in February, 1935.

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 first place to the port with the better strategic position and came to depend chiefly on the local trade. At first inconsiderable that trade has become large and important with the expansion of tin mining and rubber planting in the adjacent Malay States, and the development of trade with neighbouring countries.

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

there in 1819 by virtue of a treaty with the Johore princes, and later acquired the whole island for the East India Company. The new Settlement was at first subordinate to Bencoolen in Sumatra, but in 1823, it was placed under the Government of Bengal and in 1826 was, as above stated, united with Penang and Malacca, under the Governor and Council of the Incorporated Settlements.

The Cocos or Keeling Islands—Captain John Clunies Ross, a Scot, first settled on the Islands in 1827, where members of his family have lived ever since. In 1857 the Islands were declared a British possession. In 1886 a perpetual grant of the lands in the Islands was made by H.M. Government to George Clunies Ross and his descendants, who still work the plantations. 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 1891 a 99 years lease of the Island was granted to George Clunies Ross and John Murray, and six years later Christmas Island Phosphate Company was formed and took over the lease, to work the deposits of phosphate of lime. The Company pays to the S.S. Government an annual rent and a royalty on all phosphate exported.

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 temperature found in continental tropical areas are never experienced.

The mean temperature during 1938 was :—

Singapore (Kallang Aerodrome)	...	...	80·8°F
Penang (District Hospital)	...	...	81·7°F
Malacca (Bukit China)	...	...	79·9°F

The mean monthly maximum and minimum temperature varied as follows :—

		MEAN MONTHLY MAXIMUM		MEAN MONTHLY MINIMUM	
		Highest (°F)	Lowest (°F)	Highest (°F)	Lowest (°F)
Singapore	...	88·3 Feb.	84·3 Aug.	77·5 June	73·9 Jan.
Penang	...	91·3 Feb.	87·3 Aug.	75·6 May	72·1 Dec.

The extremes of temperature (highest maximum and lowest minimum) recorded were :—

		Highest °F	Lowest °F
Singapore	...	94 17th February	70 3rd January
Penang	...	94 Several	68 31st December

There are no well marked dry and wet seasons, rain falling throughout the year.

Records for 64 years at Singapore show that the average annual rainfall is 95 inches. December is the wettest month with a little over 10 inches while February, May, June, July and September are the dry months with between 6½ and 7 inches. Rain falls on the average half the days in the year.

The wettest year recorded was 1913 with 135·92 inches and the driest 1888 with 63·21 inches.

Records of 50 years at Penang show an annual rainfall of 107½ inches, October being the wettest month with nearly 17 inches and February the driest with three inches; rain falling on the average on about 165 days in the year.

The force of the monsoon is not much felt though the prevailing winds are generally in the direction of the monsoon blowing at the time, *viz* :—

S.W. from May to October,

N.E. from November to April.

At coastal stations, however, the diurnal land and sea breezes are often stronger than the prevailing monsoons.

The rainfall recorded was as follows :—

		1936	1937	1938	No. of Rainfall Days in 1938
Singapore	...	85·51	89·19	94·44	201
Penang	...	96·20	93·68	103·26	166
Malacca	...	92·44	96·53	80·23	174
Butterworth Hospital		94·15	83·00	79·39	108
Labuan	...	127·82	132·76	140·88	205

Although the days are 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 18th March, 1935 and the 19th July, 1937, respectively.

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 Financial Secretary and the Resident Councillor, Malacca, all of whom are *ex-officio* Members, together with two Official Members and three Unofficial Members. It is constituted, and its members are appointed, under the Letters Patent mentioned above and the Royal Instructions dated the 18th

August, 1924, as amended by Additional Instructions dated the 23rd February, 1931, the 12th February, 1932 and the 19th July, 1937, respectively. 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 the Letters Patent and the Royal Instructions, and its procedure is governed by its own Standing Orders. Under the Royal Instructions dated the 18th August, 1924, the constitution of the Legislative Council was enlarged when for the first time it 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.

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 Signification of the Royal pleasure. The King has the right to disallow the Ordinances of the Colony.

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 the Municipal Ordinance which also prescribes their duties and defines their powers. By its provisions, the essential and ultimate control remains vested in the Governor in Council.

CHAPTER III

Population

A.—VITAL STATISTICS

In estimating the mean population of the Straits Settlements for 1938, the method followed was to calculate the excess of births over deaths and immigration over emigration, or *vice versa*, since the census of 1931.

On this basis it is estimated that the population of the Straits Settlements on 30th June, 1938, was 1,342,090.

This figure does not include the populations of the Cocos and Keeling Islands and Christmas Island, which also form part of the Colony. Their population in 1938 was 2,455, of whom, 1,313 lived in Christmas Island; if this is included the total population of the Straits Settlements becomes 1,344,545.

The distribution of the different races in the various Settlements on June 30th, 1938 is estimated to be as shown in the following table:—

	<i>Singapore</i>	<i>Penang</i>	<i>Province Wellesley</i>	<i>Malacca</i>	<i>Labuan</i>	<i>Total</i>
Europeans ...	12,211	2,054	320	496	31	15,112
Eurasians ...	7,755	2,236	291	2,314	45	12,641
Malays ...	72,589	40,785	75,160	106,871	5,234	300,639
Chinese ...	548,089	156,271	58,212	85,342	3,053	850,967
Indians ...	60,427	32,815	28,996	28,322	145	150,705
Others ...	8,966	1,808	547	646	59	12,026
Total ...	710,037	235,969	163,526	223,991	8,567	1,342,090

As compared with 1937 these statistics indicate considerable increases in the Chinese and Indian populations in all the Settlements except Labuan. It is not possible to be definite as regards the reason for these increases, but, to hazard a guess, they were very probably due to an influx of unemployed labour from neighbouring States where the effects of the lower quotas for tin and rubber production were more severely felt.

The European populations of Singapore and Penang also showed noteworthy increases due no doubt to the growth of the garrisons in these Settlements.

BIRTHS

There were 56,721 births registered during 1938 compared with 52,480 in 1937, representing a birth-rate of 42.26 per thousand of population as against 42.13 per thousand in the previous year.

There was a slight decrease in the number of male infants born—106 males to 100 female births as compared with 108 males to 100 females in 1937.

DEATHS

The crude death-rate showed a further decrease from 22.45 per thousand of population in 1937 to 21.28 during the year under review: the average crude death-rate for the ten year period 1929–1938, was 24.38.

INFANTILE MORTALITY

The infant mortality rate for 1938 was 151.46 per thousand live births, compared with 155.80 for 1937 and 170.85 for 1936.

Infantile convulsions accounted for 4,341 deaths out of the total of 8,593 deaths under one year. There were 1,007 deaths due to diseases of early infancy.

B.—MIGRATION STATISTICS

There is no control over the movement of population between the various administrative units of the Straits Settlements and the Malay States, and measurements of migration are dealt with on a Malayan basis. It may be said that migration in Malaya is a subject of special interest owing to the attraction of the country for foreign capital and for labour from India, China and the neighbouring countries of the Archipelago, and also to the situation of Singapore and Penang at the junction of ocean trade-routes. Until 1930 immigration was practically free, but in that year a quota system was applied to the immigration of adult male labourers from China with the objects of reducing unemployment, raising the standard of labour and improving the sex ratio. In 1932 the Aliens Ordinance which is

administered by the Immigration Department extended this control, subject to certain temporary exceptions, to all adult male immigrants who were neither British subjects nor British-protected persons.

Statistics of migration between Malaya and foreign countries by land, sea and air are collected by the Statistics Department and published monthly in the *Gazette*. These include particulars as to race, sex, proportion of minors, country of original departure or ultimate destination, and the Malayan port of entry. Tables are also published to show arrivals and departures of Chinese, Southern Indian and Javanese deck passengers, as indicating movements of labour. Copies of the summaries for the year are included in the Appendices.

Migration statistics are also, as already indicated, of importance as an aid to an estimation of the population in the periods between censuses.

The population of Malaya as ascertained by the census on the 1st April, 1931, was 4,385,346, that of the Straits Settlements being 1,114,015 or approximately one quarter. The populations on the 30th June, 1938, were estimated as 5,238,959 and 1,344,545 respectively. The immigration surplus for the year was 31,038 as compared with 267,206 in 1937. The total gain to the population since 1934 inclusive was 648,348 persons. This gain has more than counterbalanced the emigration surplus of 353,436 persons during the period from the 1931 Census to 31st December, 1933, the net gain to the population through migration from the Census of 1931 to the end of 1938 being 294,912 persons. The dominant factor in Malayan migration statistics is the movement of Chinese and Southern Indian labourers which is largely dependent on the welfare of Malaya's two major industries, rubber and tin. Arrivals of Chinese, Southern Indian and Javanese deck passengers amounted to 149,054 persons as compared with 365,596 in 1937; the figures for departures were 129,751 and 110,600 respectively. The net surplus of arrivals was thus 19,303 in 1938 as compared with 254,996 in 1937. The surplus decreased sharply from 11,236 in January to 6,330 in February but increased to over 16,000 in March and April. During the remainder of the year, an average monthly loss of 3,866 was recorded, the highest being 5,981 in July and the lowest 1,112 in September. A further reference to movements of Southern Indian and Chinese labour is made in the following sections of this chapter.

The following table shows the racial composition of the migrational surplus or deficit during the last three years :—

MIGRATIONAL SURPLUS, MALAYA

<i>Race</i>		1936	1937	1938
Europeans and Americans ...	+	2,775	667	2,530
Eurasians ...	+	70	168	10
Japanese ...	+	429	208	217
Chinese ...	+	75,801	180,502	53,180
Malays ...	—	4,326	3,850	5,748
Northern Indians ...	+	2,061	5,280	3,141
Southern Indians ...	+	7,909	84,365	23,251
Others ...	—	1,908	134	1,413
Total ...	+	82,809	267,206	31,038

For the year 1938 the total number of arrivals (to the nearest thousand) was 466,000, a decrease of 39 per cent. and of departures 435,000, a decrease of 12 per cent.

The majority of passengers travelled by sea. Penang and Port Swettenham were the main ports of entry for Southern Indian labourers, but for other races Singapore was the main port of entry and departure. Migration by land hardly exists, except for the ebb and flow of Malays, Chinese and Siamese resident on either side of the border between Siam and Malaya, and over a period of years the population of Malaya is little affected by it. Passenger transport by air is steadily growing, the figures for arrivals and departures being 1,824 and 1,810 respectively, as compared with 1,411 and 1,324 in 1937. Most of the passengers travelling by air were Europeans, but increasing numbers of Japanese, Chinese, Malay and Indian passengers were recorded.

C.—MOVEMENTS OF LABOUR

(i).—INDIAN IMMIGRATION*

(a) The total number of immigrants from Southern India who arrived at Penang by the British India Steam Navigation Company's steamers in 1938 was 44,207. This is a decrease of 78,359 on the figure of 122,566 for 1937.

The immigrants were of the following classes:—

Assisted immigrants (labourers and dependants assisted to emigrate at the expense of the Indian Immigration Fund for work on estates etc., in Malaya)	...	4,580
Non-assisted immigrants (traders and others who paid their own passages)	... ..	39,627
Total	...	44,207

Of the non-assisted immigrants 16,332 (41%) were of the labouring classes, the remaining 23,295 being traders and others. It is estimated that about one-third of the non-assisted immigrants remained in the Colony, the remainder proceeding to the Federated Malay States and Unfederated Malay States. Of the assisted immigrants, 417 arrived to work in the Colony. The following table shows the number of assisted passages taken during the last five years, for labourers and their families from Southern India to Malaya, and paid for from the Indian Immigration Fund:—

1934	...	...	...	36,712
1935	...	...	...	16,709
1936	...	...	...	3,097
1937	...	...	...	45,518
1938	...	...	...	3,842

(b) In addition to the immigrants who arrived by the British India Steam Navigation Company's steamers 632 deck passengers arrived by steamers of the Messageries Maritimes Line.

In the 2nd half of 1937 the rate of immigration of both assisted and unassisted immigrants was slowed down. Until the Government of India stopped assisted emigration from India on the 15th June, 1938, only labourers returning from leave in India and dependants rejoining their families were assisted. The movement of unassisted immigrants continued but on a much smaller scale and this also consisted mainly of persons returning to Malaya after a short holiday in India.

* The word immigrant, as used here in connection with Indian Immigration, means a deck-passenger only and does not include first or second class passengers.

(ii).—INDIAN EMIGRATION

(a) The number of deck passengers who left Penang for Southern India by the British India Steam Navigation Company's steamers in 1938 was 75,479 (62,447 adults, 7,880 minors and 5,152 infants) as against 44,486 (39,009 adults, 2,819 minors and 2,658 infants) in 1937.

Of the above, 41,886 adults, accompanied by 2,095 minors and 2,455 infants, paid their own passages, while 20,561 adults 5,785 minors and 2,697 infants were repatriated through the Labour Department.

Of those repatriated through the Labour Department 15,962 adults, accompanied by 1,774 minors and 821 infants, received repatriation because they claimed to be unfit for work or were physically unsuited for life in Malaya, while 3,786 adults, 3,830 minors and 1,796 infants were repatriated on other grounds. The remaining 813 adults, 181 minors and 80 infants were repatriated at the expense either of private employers or Government Departments at the termination of service or were granted free passages 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>
1. Sent at the expense of the Straits Settlements Government and Indian Immigration Fund	1,955	449	175
2. Sent at the expense of estates and Government Departments	131	29	6
3. Carried free of charge by the British India Steam Navigation Company	51	14	7
	<hr/> 2,137	<hr/> 492	<hr/> 188

The number of adult labourers who returned to India paying their own passages was 24,806 as against 20,447 in 1937, while the number of traders and other non-labourers was 17,080 as against 13,764 in 1937. Roughly one-third of these may be taken as having come from the Colony.

(b) In addition to the above, 720 deck passengers left for South India by steamers of the Messageries Maritimes Line.

(iii).—CHINESE IMMIGRATION

The immigration of adult male Chinese aliens arriving in Singapore from China ports (including Hong Kong) was restricted by Proclamation under the Aliens Ordinance. On 1st January, the quota was reduced from 6,000 to 3,000 a month and again to 500 a month from 1st April, at which figure it remained until the end of the year.

The exemption of adult female Chinese aliens from Part I of the Ordinance ceased on 1st May, when a female immigration quota of 500 a month was instituted. This restriction applies to adult male and female Chinese arriving on the ships of the six quota companies. Other shipping companies are restricted to a total of 25 a month each.

Alien Chinese in possession of certificates of admission or certificates of residence issued under the Aliens Ordinance in the Colony or under a

corresponding Aliens Enactment in a Malay State are exempted from the provisions of Part I of the Aliens Ordinance, and are, therefore, not counted against the quota.

Seven permits were issued under Section 13 of the Aliens Ordinance to enable 65 labourers to enter the Colony outside the quota. These men were required for work that could not be performed by local artisans.

The total number of male Chinese entering Singapore under the quota during the year was 13,326 as compared with 67,666 in 1937.

The total number of male Chinese who arrived on non-quota ships was 2,588 as compared with 3,826 in 1937.

The total number of male Chinese who arrived in possession of certificates of admission or certificates of residence was 15,238 as compared with 28,206 in 1937.

The total number of male Chinese from China ports (including Hong Kong) who arrived during the year was therefore 31,152 compared with 99,698 in 1937, 69,558 in 1936, 81,775 in 1935, 52,023 in 1934, 13,535 in 1933 and 18,741 in 1932.

Forty-two thousand, seven hundred and forty-eight women entered Singapore from China ports. Of these 32,588 arrived on quota ships prior to restriction, 3,921 on quota ships after the commencement of restriction, 5,295 on non-quota ships and 944 in possession of certificates of admission.

The figures for women for the year 1936 and 1937 were 54,233 and 100,166 respectively.

Twenty-four thousand, nine hundred and sixty-three children arrived from China ports on quota and non-quota ships during 1938, as against 46,507 in 1937 and 25,726 in 1936.

The number of women to a thousand men arriving from China ports during the years 1936, 1937 and 1938 was 779, 1,004 and 1,372 respectively.

(iv).—CHINESE EMIGRATION

The total number of Chinese deck passengers leaving Malayan ports for China during the year was 54,603 as against 66,502 in 1937.

Fares for deck passengers to China for the first half of 1938 were :—

Singapore to Hong Kong	...	...	...	\$22
Singapore to Swatow	...	...	...	\$24
Singapore to Amoy	...	...	...	\$25

Rates rose by \$5 to all three ports during the second half year.

Fares for quota passengers from China were :—

Hong Kong to Singapore	...	\$75 (Hong Kong Currency).
Swatow to Singapore	...	\$130 (China Currency) .
Amoy to Singapore	...	\$133 (China Currency).

Fares for non-quota passengers from China were :—

Hong Kong to Singapore	...	\$45 (Hong Kong Currency).
Swatow to Singapore	...	\$68 (China Currency).
Amoy to Singapore	...	\$78 (China Currency).

All fares were subject to broker's commission.

CHAPTER IV

Health

A.—PREVALENCE OF, AND MORTALITY ARISING FROM THE PRINCIPAL DISEASES

(i).—GENERAL

(1) *Pneumonia* (all forms) caused 2,506 deaths as compared with 2,712 in the previous year, which gives an incidence of 88 per thousand deaths from all causes.

(2) *Tuberculosis* (all forms) caused 2,618 deaths as against 2,464 for 1937: 2,406 were registered as due to pulmonary tuberculosis alone, or 84 per 1,000 of the deaths from all causes. The measures taken for prevention of tuberculosis include:—

(a) *Education*.—Every endeavour is made by means of films, posters, leaflets, informal talks, etc., to educate the people in methods of cleanliness and personal hygiene with a view to avoiding infection and limiting its spread.

(b) *Improvement of housing and general sanitation*.—The Singapore Improvement Trust's policy of constructing backlanes in the congested areas was continued during the year. There are also schemes for the demolition of slums, the building of cottages and tenements and the establishment of open spaces. But overcrowding in the towns, and especially in Singapore, is a grave problem which is becoming increasingly acute.

(c) *Hospital treatment*.—Beds for tuberculosis cases are available in all Government hospitals, and beds for the special treatment of tuberculosis exist in the General Hospitals in Singapore, Penang and Malacca, and in Tan Tock Seng Hospital, Singapore.

(3) *Malaria*.—Deaths registered under this head decreased from 1,185 in 1937 to 910 in 1938; this gives a ratio 32 per thousand deaths from all causes.

(4) *Beri-beri*.—caused 1,251 deaths as against 853 in 1937.

(5) *Dysentery*.—The total deaths registered as due to dysentery were 321, while *diarrhœa* and *enteritis* were responsible for 1,162 deaths, or 41 per thousand deaths from all causes, a decrease on the previous year.

(ii).—DANGEROUS INFECTIOUS DISEASES

No cases of plague or cholera were reported during the year. Two cases of small-pox, both within the municipal area of Singapore, were reported.

(iii).—VENEREAL DISEASES

The Chief Medical Officer, Social Hygiene, is responsible for the administration of this special branch of the Medical Department.

There are 26 treatment centres in the Straits Settlements—distributed as follows:—

Singapore	...	...	...	...	6
Penang (including Province Wellesley)	...	...	...	...	12
Malacca	...	...	...	...	8

Singapore.—There was again an increase in the number of new cases treated :—

1938	...	...	...	...	13,407
1937	...	...	...	...	11,986

Penang.—The total number of new cases treated shows an increase of 271 over the previous year :—

1938	...	...	...	...	7,011
1937	...	...	...	...	6,740

Malacca.—There was an increase of 477 over the previous year :—

1938	...	...	...	...	4,632
1937	...	...	...	...	4,155

Number of Seamen treated.—The new admissions to the clinics for sailors totalled 1,130. These are classified by nationalities as follows :—

British	...	...	...	...	318
Non-British Europeans	...	...	...	...	109
Chinese	...	...	...	...	618
Malays	...	...	...	...	19
Indians	...	...	...	...	44
Other races	...	...	...	...	22

Serological Reactions.—The results of these tests are summarised as follows :—

		<i>Specimens examined</i>	<i>Positive</i>	<i>Negative</i>	<i>Doubtful</i>
Wassermann tests	...	21,150	7,104	14,012	34
Kahn tests	...	4,083	1,381	2,695	7

Propaganda.—Every effort was taken to inform the public of the dangers of venereal disease by the distribution of pamphlets and leaflets.

Posters have also been displayed throughout the town of Singapore to inform the public of the facilities for free treatment.

(iv).—YAWS

The total number of cases of yaws treated during the year decreased from 5,337 in 1937 to 5,206 during the year under review.

Very few cases of this disease remain untreated in the districts where there are government hospitals, out-door dispensaries and travelling dispensaries which afford every facility for treatment. This disease is mainly found among the Malays.

(v).—BUILDINGS

The new dental clinic for Singapore was completed and occupied in July, 1938.

B.—HOSPITALS, ETC.

(i).—HOSPITALS

Inpatients treated in the hospitals of the Colony totalled 77,710 as against 78,586 in the previous year. Malaria admissions were responsible for 8,518 as compared with 7,926 in 1937.

The total number of venereal disease admissions was 2,865 with 97 deaths: in 1937 the admissions were 2,657 with 95 deaths.

The tuberculosis admissions increased from 2,843 with 984 deaths in the previous year to 3,376 with 1,196 deaths during the year under review.

Pneumonia was responsible for 1,999 admissions with 1,021 deaths as compared with 1,861 with 1,044 deaths in 1937.

(ii).—DISPENSARIES

The number of outpatients treated at Government dispensaries and the number of attendances were as follows:—

	1937	1938
Number of outpatients	278,522	276,982
Number of attendances	506,879	589,246

The attendances at the more important of the special dispensaries for women and children were as follows:—

	1937	1938
Singapore (Kandang Kerbau)	55,503	60,119
Penang	22,765	32,426
Malacca	12,889	15,463

(iii).—MOTOR TRAVELLING DISPENSARIES

The motor travelling dispensaries in Singapore, Penang, Province Wellesley and Malacca afford free facilities for the treatment of minor ailments.

Men, women and children of all nationalities, who reside in the outlying districts of each Settlement, obtain treatment from these dispensaries.

The total attendances for the whole Colony were:—

1938	105,068 attendances
1937	100,626 „

(iv).—LEPER SETTLEMENTS

Pulau Jerejak Settlement.—The total number of patients on 31st December, 1938, was 1,213 as against 1,205 remaining at the end of 1937. The admissions during the year were 303, including 126 transfers from the Singapore Settlement. Two hundred and ninety-five died, absconded or were discharged.

Every encouragement is given to the inmates to work in the Settlement. Those who are strong, are generally employed as artisans, woodcutters, washermen, etc. Educated inmates are given employment as teachers, dressers, etc. Many do carpentry, vegetable and fruit gardening, fishing and poultry farming, while a few maintain shops, financed and subsidised by the inmates.

Education.—The good standard of education provided by both the English and Chinese schools continued to be maintained. There is an active Boy Scout troupe with 25 members.

Several successful performances were given by the dramatic troupes of the Settlement. The Brass Band of 14 musicians has also enlivened the lives of the inmates.

The health of the inmates was good. No cases of infectious diseases occurred during the year.

Discipline was excellent.

Singapore Leper Settlements.—The Singapore Settlement has separate accommodation for male and female lepers. In the former there were 102 patients remaining on December 31st, 1937, and 124 at the end of 1938.

208 cases were admitted during the year and 126 were transferred to Pulau Jerejak. One case was transferred to Sungei Buloh Settlement, Selangor. Six cases were discharged and 12 died.

One hundred and thirty patients were in the female camp on 1st January, 1938, and 154 on 31st December, 1938. Forty-four were admitted during the year, while only one case was sent to the Leper Settlement, Sungei Buloh, Selangor. Two cases were discharged and six died.

The employment of lepers on useful and productive work was continued, while those not so employed were encouraged to take up poultry keeping and the growing of vegetables. Their production was purchased from them and utilised by the camps, a procedure which has benefitted their morale and made their outlook on life more cheerful.

The Leper Aid Fund has been of great help in providing the inmates with comforts and amusements which cannot be charged to Government expenditure, and the benevolence of the donors has been rewarded by the appreciation of the inmates.

(v).—MENTAL HOSPITAL

The number of patients remaining on 1st January, 1938, was 1,504; the total number of admissions was 695. Discharges, deaths and abscondings totalled 596. One thousand six hundred and three patients remained at the end of 1938. The admissions showed an increase of 51 over those for 1937. The recovery rate was 49.3 per cent. of the admissions.

C.—HEALTH AND SANITATION

(i).—QUARANTINE

During the year Port Health Officers paid 660 visits to ships in Singapore and 316 visits in Penang as compared with 814 and 391 respectively in the preceding year. The number of persons examined, was 315,931 as against 527,726 in 1937. Persons detained under observation at the quarantine stations in Singapore and Penang totalled 112,883.

Twenty-one persons from ships were treated for dangerous infectious diseases at the quarantine station, Singapore. Of these, 20 were for small-pox and one for meningitis. At the quarantine station, Penang four were treated for small-pox.

The Port Health work of Malacca is carried out by the Health Officer and Deputy Health Officer. One hundred and fifty-seven vessels visited Malacca during 1938 and none were boarded as they did not come from infected ports.

(ii).—QUARANTINE (AIRCRAFT)

Singapore.—The total number of aircraft examined was 256 and passengers and crew examined totalled 2,341.

Penang.—Health Officers visited 87 aircraft.

(iii).—RURAL CONSERVANCY

Singapore.—Nightsoil is collected daily by approved contractors who work under the close supervision of the Health Department. Nightsoil is disposed of in trenching grounds, except in three districts where it is deposited in septic tanks. A total of 5,004 houses was on the nightsoil removal list at the end of the year.

A scheme for the compulsory removal of nightsoil came into force at the end of the year. Provision has been made in the scheme for the extension of the areas in which the contractors work.

During the year 478 insanitary latrines were demolished and 1,243 new latrines were constructed, including 316 bore-hole (tube) latrines.

By-laws for the supervision of all private septic tanks were passed during the year and preparations were made to bring them into force on 1-1-39. There were 71 private installations in use in the rural area at the end of 1938.

Rubbish is collected daily from householders' rubbish bins and is disposed of by incineration or by controlled dumping. The latter method of disposal is being extended gradually to all parts of the rural area which have suitable terrain.

Experiments with the "composting" of nightsoil and rubbish have not been very successful, the manurial value of the end-product being reported to be practically nil.

Penang.—Pail latrines are used in places where buildings are close together; elsewhere in villages and throughout the rural area bore-hole latrines or corresponding types of sanitary conveniences are provided by the responsible occupier. Throughout the residential area of Penang Hill and in a number of residences along the coast road water carriage and septic tank systems are installed.

During the year 514 latrines have been constructed or reconditioned. Insanitary latrines to the number of 205 have been demolished. Three hundred and one bore-hole latrines have been constructed and 12 pit latrines have been dug.

There were 41 village incinerators within gazetted areas and three on Penang Hill, most of which have given good service throughout the year. Domestic refuse, together with road sweepings, is collected in refuse bins placed on concrete platforms along the roadside and disposed of either by incineration in the village incinerators or by "controlled tipping".

Malacca.—Chinese labour is employed to carry out sewage disposal in the rural area. In most villages the nightsoil is disposed of by trenching or by dumping in bore-holes or deep covered pits, but two villages (Jasin and Sungei Rambei) have septic tanks for the disposal of nightsoil. During the year 1,651 new latrines were constructed and 492 insanitary pit latrines abolished.

South Indian labour, under the control of the Health Officer, is employed for the disposal of refuse. The rubbish is disposed of by incineration, and new Horsfall incinerators with large concrete sorting platforms partially covered by asbestos roofing were installed during the year.

Labuan.—Nightsoil is collected and disposed of by proper trenching under supervision by the Sanitary Inspector and Rural Board Overseer. Bore-hole latrines are being constructed where possible. Sixteen were constructed in 1938. Refuse is disposed of by incineration and "controlled tipping". Concrete stands for Rural Board dust bins were constructed during the year.

(iv).—ANTI-MALARIAL WORK

The Government and Municipal health authorities are responsible for the protection of the population from malaria in towns and villages in the Straits Settlements.

The total expenditure on anti-malarial measures in rural areas undertaken by Government was \$212,866.36.

In Singapore and Penang there has been further extension of the areas protected from invasion by the malaria-carrying mosquito. This increase in anti-malaria measures has become necessary owing to the rapid advance in public and private building activity and land development throughout the rural areas.

Rapid progress in rural anti-malarial measures has now been rendered possible by the adoption of "naturalistic measures" such as herbage packing, fascine drainage, flushing and shading.

There has been a marked fall in the incidence of malaria throughout the Straits Settlements, and efforts to deal with nuisance mosquitoes in towns and villages are becoming increasingly successful.

CHAPTER V

Housing

In the principal towns of the Colony the various types of houses may be classified as follows:—

- (a) Houses with gardens occupied by the well-to-do residents.
- (b) Semi-detached houses or small bungalows occupied by less prosperous persons, or the less well-paid of the salaried classes.
- (c) Terrace houses for clerks and people of similar standing.
- (d) Shop-houses.
- (e) Common lodging houses, which are frequently overcrowded.
- (f) Tenements in closely built areas, and
- (g) Wooden huts or semi-permanent houses on the outskirts of the city.

The houses in the first category are occupied by the European residents and the wealthier Asiatics. The old Colonial style mostly built of wood, with its wide verandas and large rooms is still to be seen, but is gradually disappearing and giving place to more modern types built substantially of brick or concrete, and designed for economical household management. In many cases the external features of the latest types of houses reflect the trend of modern architectural ideas. The small semi-detached houses and bungalows generally differ from the houses of the wealthier only in size, and nearly all in Singapore at least have the advantages of modern lighting and sanitation. In Singapore, flats are becoming increasingly popular and the considerable increase that has taken place in the garrison is likely to encourage this development. The terrace houses occupied by the clerical classes are necessarily humbler in character than the "compound" and semi-detached houses. Even these, however, afford good accommodation, are well ventilated and in some areas in the larger towns have modern sanitation as well as lighting.

Shop-houses in the older parts of the towns are generally built in rows, of solid construction and two or more storeys in height, but too frequently they are insufficiently ventilated and in many streets no back lanes are provided. The upper stories of many of the houses are divided into small cubicles with temporary partitions, erected without regard to need of light and air, and it is in these that the worst overcrowding is found. Many of

the labouring and artisan classes live in such cubicles or in the common lodging houses which frequently are merely overcrowded dormitories above a shop or store.

The problem of slum clearance has long been one of major importance in Singapore, and in 1927 an Improvement Trust was set up by Ordinance to deal with it. Unfortunately, for a variety of reasons, the Trust has been hampered in its activities: the slump years—1930–1933—not only reduced its income but, what was more important, delayed that development of new housing areas, which was the necessary forerunner of large-scale operations to demolish slums. Such development has perforce been undertaken by the Trust itself in the last three years and has done much to relieve a situation which has more recently been greatly aggravated by a large influx of unemployed, who were attracted, no doubt, by the more prosperous conditions ruling in the town; fortunately this example appears to have stimulated private enterprise to play its part once again in the provision of new houses.

The record of the Trust's achievements in the matter of housing during 1938, and up to the end of that year, is as follows:—

PROPERTIES COMPLETED DURING THE YEAR

(i) Tiong Bahru Estate	...	6 blocks of premises comprising 189 flats and 10 shops;
(ii) Balestier Plain	...	178 houses;
(iii) Banda Street	...	87 rooms and 4 shops;
(iv) New Bridge Road	...	42 rooms, 1 flat, 6 shops and 1 restaurant.

The total number of tenements added during the year was 518.

In addition to the above, one block of 27 flats and 4 shops was commenced in July, 1938, and it was anticipated that they would be completed in March, 1939.

At the end of the year the Trust owned buildings comprising a total number of 404 rooms, 232 flats, 686 houses and 35 shops.

Steady progress also continued to be made in the opening up and construction of back lanes through old back-to-back property. This work has made possible the introduction of modern sanitation to many of the houses affected and has in every case given them a modicum of sunlight and ventilation. In 1938 nine back lanes were sewered in areas already provided with sewerage, and steady progress has been made in areas which are expected to be in operation by the end of 1939. The total number of houses newly connected to sewers in 1938 was 456. No mention has been made of the few back lanes sewered in the new areas, the majority of the sewers having been laid in bungalow areas where back lanes are not required.

The increased activity displayed by private enterprise in building operations was a welcome feature of the year. Many houses of a much improved type are being provided all over the town, and areas which have been undeveloped for many years are at last being utilised. It is also interesting to note that the first Building Society to be formed in Malaya was registered as a public company during the year.

In Penang and Malacca, where the problems are neither so great nor so pressing as those of Singapore, all measures of town improvement are undertaken by the Municipal Commissioners under the provisions of the

Municipal Ordinance and, while development has not been possible on the same scale as the work undertaken by the Improvement Trust in Singapore, much has been accomplished and work is still progressing. The Health Department freely uses its powers to enforce the demolition of insanitary dwellings, and strict control of common lodging houses is maintained to prevent overcrowding and preserve a decent standard of sanitation.

In rural districts brick shop-houses with tiled roofs are found in the larger villages, but the houses are generally of old Malay or Chinese types, built of planks with roofs of attap, a very efficient local type of thatching with dried palm fronds. The wood and attap houses are usually owned by the occupiers, and as a general rule are clean and well ventilated, besides being admirably suited to the climate and cool and comfortable to live in. Those of the Malay small-holder or peasant are raised about four to six feet above the ground level, and are especially well-ventilated, cool and comfortable. The brick and tile shop-houses in the villages, like those in the towns, lend themselves to overcrowding, but the evils are less pronounced in rural areas. Planning schemes have been evolved for most gazetted villages, demolition notices are enforced against insanitary buildings whenever necessary, and the work of providing all dwellings with sanitary latrines is proceeding rapidly. For all new buildings, in Municipal and Rural Board areas, strict compliance with the building by-laws is now enforced, although it is impossible, and indeed unnecessary, to insist on the standards devised for the wealthier Municipal areas in the rural areas where expense is a much greater consideration.

Labourers on rubber estates are usually housed in barracks consisting of single rooms with kitchens attached. Nearly all of these buildings conform to an approved standard design and frequent inspections by the health authorities and the officers of the Labour Department prevent overcrowding and ensure decent upkeep and cleanliness.

CHAPTER VI

Natural Resources

A.—AGRICULTURE

GENERAL

The principal crops grown in the Colony are rubber, coconuts, rice and pineapples. The areas under these crops at the end of 1938 in each Settlement were as follows :—

<i>Settlement</i>	<i>Rubber</i> (<i>acres</i>)	<i>Coconut</i> (<i>acres</i>)	<i>Rice</i> (<i>acres</i>)	<i>Pineapple</i> (<i>acres</i>)
Singapore ...	52,919	8,319	nil	2,800
Malacca ...	194,370	13,523	31,510	310
P. W. and Penang	86,001	46,636	35,430	510
Labuan ...	1,834	3,422*	710	nil
Total Straits Settlements ...	335,124	71,900	67,650	3,620

* 1937 figures.

Crops of secondary importance are fruits, vegetables, derris (tuba-root), tobacco, arecanuts, spices, coffee and tapioca. Rubber and coconuts are the only crops grown on a large scale by Europeans and Asiatics.

(i).—CROPS GROWN BY EUROPEANS AND ASIATICS

Rubber.—The total area under rubber in the Colony at the end of 1938 was estimated to be 335,124 acres, distributed as follows:—

<i>Settlement</i>	<i>Estates of 100 acres and over</i>	<i>Small holdings of less than 100 acres</i>	<i>Total</i>
Singapore	... 32,543	20,376	52,919
Malacca	... 126,387	67,983	194,370
P. W. and Penang	... 47,928	38,073	86,001
Labuan	... —	1,834	1,834
Total	... 206,858	128,266	335,124

Of the total acreage of estates of 100 acres and over, 132,165 acres were on European-owned estates and 74,693 acres on estates of Asiatic ownership. Of the Asiatic estates, 61,011 acres were owned by Chinese, 12,036 acres by Indians, and 1,646 acres by Malays and others.

Under the terms of the Rubber Regulation Ordinance replanting is permitted to the extent of 10 per cent. of each owner's holding in any one year, and to a total of 20 per cent. of the holding during the period from the 1st June, 1934 to the 31st December, 1938. The area replanted in the Colony during 1938 was 1,272 acres.

Replanting is usually carried out with budded stock, and the total of budgrafted areas in the Colony at the end of the year was 6,681 acres.

The area out of tapping on estates on the 31st December, 1938 in the Straits Settlements was 70,485 acres, or 35.3% of the estimated acreage of tappable rubber. In addition 39,209 acres (19.7 per cent.) were being rested under rotational tapping systems. Quarterly surveys of small holdings are made and the December survey showed that approximately 35.6 per cent. of small holdings were out of tapping, as compared with 10.1 per cent. at the end of 1937.

Total production of rubber during 1938 in the Straits Settlements was 29,099 tons, of which 19,193 tons were produced on estates and 9,906 tons on small holdings.

The International Agreement 1934–38 for the regulation of rubber production continued in operation throughout the year. Malaya's quota was 602,000 tons and releases averaged 55 per cent. over the whole year, quarterly releases being 70 per cent., 60 per cent., 45 per cent. and 45 per cent. respectively.

During the year under review the International Agreement, which was due to terminate on the 31st December, 1938, was renewed for a further period of five years to December, 1943, and provides for new planting up to 5 per cent. of the total planted area until the end of 1940, and thereafter up to percentages to be fixed by the International Rubber Regulation Committee, and unconditional replanting during 1939–40, with possible extension at the end of that period.

The average price per lb. of No. 1 Rubber Smoked Sheet in Singapore for the year was 24.39 cents as compared with 32.09 cents in 1937. The London average price was 7.29 pence per lb. and the New York price 14.56 cents gold. The Singapore market opened the year at 22¾ cents per lb., but in March the price fell heavily, and in April 16 cents, the lowest price recorded since 1934, was reached. April, however, also saw a recovery to 21⅜ cents; 29¼ cents was reached in October and the year closed at 28¼ cents.

Estates generally were maintained in good condition. Manuring has continued to increase in popularity and is developing into a standard practice on many estates.

The general condition of small holdings is satisfactory and considerable attention was directed throughout the year to improvement in small-holding rubber. The Asiatic Rubber Instructors, of whom one was stationed in Province Wellesley and Penang and one in Malacca, rendered great help to small-holders with all problems connected with their rubber holdings.

Rats have become a serious pest in many replanted, and some new-planted, areas, and special measures were developed to combat them.

Coconuts and Coconut Products.—Statistics of areas in the Colony under coconut have already been given at the commencement of this chapter. In addition to the total of 71,900 acres there shown, there are 19 acres in Christmas Island. Estate cultivation amounts to approximately 18,000 acres.

The crop finds its principal outlet in the form of copra or coconut oil, but very large quantities are consumed in the fresh state by owners and local buyers. Also from Province Wellesley and Penang there is a considerable export of fresh nuts to Burma.

The production of coconut oil in Malaya has grown very rapidly in recent years, and this industry is centred in the Colony in Singapore and Penang where there are four and five mills respectively, all in Chinese ownership. The growth of oil milling can be gauged by the increase of net exports of coconut oil from 9,928 tons in 1931 to 49,140 tons in 1938—the highest total yet recorded.

There is also a considerable entrepôt trade centred in Singapore, large imports of copra being received from the Netherlands Indies which are used both for milling and for mixing with Malayan copra for export. Imports of copra into Malaya during 1938 were 117,517 tons and exports 186,271 tons. It is doubtful, however, if this latter figure represents the normal position, as it is probable that, owing to the low prices ruling, considerable stocks were being held at the close of the year.

The following table shows the net exports from Malaya of coconut products and values for the years 1937 and 1938 :—

<i>Product</i>	1937		1938	
	<i>tons</i>	<i>\$</i>	<i>tons</i>	<i>\$</i>
Fresh Coconuts ...	6,802	297,796	8,339	237,129
Copra ...	75,592	9,207,112	68,754	5,668,619
Coconut Oil ...	39,762	7,630,993	49,140	5,594,800
Copra Cake ...	15,026*	625,424	7,112	251,824

* Gross exports. Oil cakes were not sub-divided in export returns until 1938, and it was considered that the majority of such exports would be of copra cake.

The price of copra remained at a very low level throughout the year. The sun-dried grade opened in January at \$4.75 per picul, but weakened to close that month at \$4. Thereafter the price fell to between \$3 and \$3.50 until in November it fell still further to \$2.95; December shewed an improvement and the year closed at \$3.25. The average price for the year for the sundried was \$3.53 as compared with \$6.45 in 1937. Coconut oil weakened in sympathy with copra, and averaged \$7.53 per picul for the year as compared with \$11.13 in 1937.

Owing to the low prices ruling for copra the improvement in quality obtained in recent years was not maintained, except in the case of estate-produced copra.

(ii).—CROPS GROWN EXCLUSIVELY BY ASIATICS

Rice.—Rice is the most important of the crops grown exclusively by Asiatics and is almost entirely in the hands of the Malays. In the Colony the main centres of cultivation are the coastal alluvial lands in Province Wellesley and Malacca and the shallow valleys in the inland districts of Malacca and Penang Island.

The area planted with rice in the Straits Settlements in the season 1937–38 and the yields were as follows:—

Settlement	WET		DRY		TOTAL	
	Acres*	Gantangs*	Acres	Gantangs	Acres	Gantangs
Province Wellesley	32,280	8,513,000	140	22,000	32,420	8,535,000
Malacca ..	31,510	12,605,000	..	..	31,510	12,605,000
Penang ..	3,010	1,290,000	..	..	3,010	1,290,000
Labuan ..	710	116,000	..	..	710	116,000
Total ..	67,510	22,524,000	140	22,000	67,650	22,546,000

In the season 1936–37 the total area planted was 69,090 acres and the total yield 25,056,000 gantangs. The decrease in 1937–38 is in part due to an unfavourable season, but the lower figures are also due to a very much closer estimate which it has been found possible to effect in some areas.

There are two systems of padi cultivation, *viz.* the “wet” and the “dry”, over 90 per cent. of Malaya’s rice being cultivated as “wet” padi. In the cultivation of “wet” padi the general procedure—with local variants—is to plough or dig the land once or twice and rake and smooth it with a roller. The seed is sown in a nursery and later transplanted in the inundated fields where the soil has been prepared by puddling. The crop may take about six months to reach maturity, but only one crop a year is removed from the land. In “dry” padi cultivation the seed is sown on dry land, in some cases with little or no previous preparation of the soil.

Many small power-driven rice mills have been erected in the main producing areas of Malaya; in Province Wellesley, in addition to the old-established large mills, seven small mills have now come into operation and a further four are under construction.

* Areas to the nearest to acres and yields to the nearest 1,000 gantangs.

A gantang is an imperial gallon. Six hundred and sixty-six gantangs of padi equal one ton of cleaned rice.

Recently a Malay Rice Millers' Association has been formed in Province Wellesley, the principal objects being to prevent unnecessary competition and to exchange information on the marketing of milled products.

Net imports of rice into Malaya during 1938 were the largest on record, 612,394 tons, valued at \$40,433,064. Between 70 and 75 per cent. of these imports are received through ports of the Colony. Total consumption, *i.e.* production and net imports, was 911,584 tons, Malaya producing approximately one-third of her rice requirements.

Pineapples.—The pineapple canning industry has developed in recent years into one of major importance, and there are five factories in Singapore, three being in regular production. One factory has been closed since July, 1938 and the remaining factory has confined its production to the experimental packing of pineapple juice. Factories now have to conform with the regulations of the Pineapple Industry Ordinance, under which legislation insanitary factories are refused registration.

Malayan exports of canned pineapples during 1938 were the lowest since 1934, being 73,169 tons, valued at \$7,262,851, as compared with 80,504 tons, valued at \$8,825,551 in 1937. The reduced exports are attributed to trade depression and the over-stocked condition of Great Britain, Malaya's principal market, during the major portion of the year. Prices were low throughout the year, and the average prices per case of 48 cans of 1½lb. each quoted during the past five years are tabulated below:—

Year			Cubes	Sliced flat	Sliced tall	FRESH FRUIT PER 100	
						First quality	Second quality
			\$	\$	\$	\$	\$
1934	..	..	3·10	3·01	3·19	2·52	1·38
1935	..	..	3·47	3·27	3·51	3·25	2·52
1936	..	..	3·29	3·09	3·29	3·29	2·78
1937	..	..	3·02	2·92	3·10	2·27	1·74
1938	..	..	2·79	2·75	3·09	1·40	1·01

The area under pineapple in Singapore has continued to decline, and at the end of 1938 was only 2,800 acres as compared with 4,700 acres at the end of the previous year. The decline is attributed to poor soil conditions and to the very low prices which prevailed during the year. It is unlikely that this acreage will be extended owing to the growing demand for food crops, and Singapore factories will soon depend almost entirely on Johore for their supplies of fruit.

The Malayan Mark Regulations were published in April, controlling the grading and packing of pineapples canned to certain stated specifications, but up to the end of the year none of the Singapore factories had applied for the right to use these marks.

In May regulations were published standardizing the sizes of cans to be used, and prohibiting the use of all other sizes. In December the Pineapple Ordinance was amended to allow the Registrar to refuse to register a pineapple factory if he is of the opinion that there already exists a sufficient number of factories to satisfy the requirements of the trade.

A Central Board of Pineapple Packers was in process of formation at the close of the year. The main objects of the Board are to control

production to meet the demands of the market, and to fix the price of the canned product at a level which will ensure a fair profit to growers and packers.

An Association of Growers was also in process of formation and agreement has been reached on a code of rules. It is anticipated that this Association will be able to safeguard the interests of the producers of fruit.

The Pineapple Experiment Station at Lim Chu Kang, Singapore, was maintained, though, as stated in last year's Report, it has been found that the soil on the Station is too poor to serve as a guide for pineapple cultivation on ordinary land. The long range manurial experiment was maintained and will be continued, and other minor experiments for the control of the mealy bug and wilt were maintained.

The new Canning Research Station in Johore was completed during 1938 and the Canning Officer was able to make use of the laboratory before the end of the year. The Station is maintained by the Governments of the Straits Settlements, Federated Malay States and Johore, and consists of two main buildings, one housing a laboratory, sample examination room and office, and the other designed on the lines of a small model canning factory. The factory building was completed before the end of the year and the installation of machinery was well advanced.

The testing of the raw products of canning, such as tinsplate and sugar, the examination of canned fruits, experiments in the utilization of pineapple waste, and the preparation of pineapple juice are examples of the work which the laboratory is equipped to carry out.

Miscellaneous Fruits.—The total area under fruits other than pineapple in the Straits Settlements was 10,676 acres, as compared with 10,441 acres in 1937. Of this area 1,375 acres were under bananas.

The quality of locally produced fruit is improving owing to the increased interest in recent years in grafted and budded fruit trees of proved value. Many owners of trees of recognised quality are producing and selling their own bud-grafts.

The range of fruits cultivated is extensive, the most important being mangosteen, pulasan, rambutan, banana, durian, papaya, chiku, belimbing, and langsat.

Individual holdings are usually small, but in Penang Island and Malacca there are a number of extensive fruit orchards, the large majority of which are owned by Chinese.

Local supplies of fruit do not fully meet the demand, and in 1938 net imports of fresh and preserved fruits into Malaya totalled 25,653 tons, valued at \$3,909,097.

Vegetables.—It is estimated that there are over 3,000 acres of market gardens cultivated by Chinese in Singapore and a like area in Malacca. The total area of market gardens in the Colony is 6,872 acres and in addition there are 1,430 acres under sweet potato. It is estimated that local production of vegetables exceeds 10,000 tons a year, but the demand is high, and net Malayan imports during 1938 were declared at 66,753 tons, valued at \$4,986,735, in addition to which there are very large undeclared imports carried as deck cargo.

Derris.—The area under derris in the Colony decreased from 1,593 acres to 1,191 acres. The market fell very badly during the year, roots sold on rotenone content averaging only \$21.67 per picul as against \$40.50 in

1937, and roots sold on a basis of ether extract \$13.63 as against \$23.92. Approximately 12,000 cuttings of Changi No. 3 variety were distributed through the Agricultural Officer, Singapore, as compared with 50,000 in 1937 and the greater portion of this distribution was to French Indo-China or the Netherlands Indies. Net exports of derris root from Malaya were 676 tons, valued at \$306,801 as compared with 573 tons, valued at \$384,000 in 1937.

(iii).—MISCELLANEOUS

Canning Local Products.—A small factory started operating in Penang for the canning of local products such as durian jam, tree tomato juice and jam, curried chicken, coconut jam, curried shell-fish, mangosteen juice and rambutan. Satisfactory sales are said to have been made locally.

An experimental plant for the dehydration of local fruits was installed in Singapore, and desiccated coconut, durian and pineapple have been produced.

The Farm School, Malacca.—The first three years' experience at this School had shown that, whilst boys from rural areas benefited from the one year course of training and took up agricultural work in one form or another afterwards, those from urban areas drifted back to urban surroundings after leaving the School.

In view of this, modifications of the system were made in readiness for the fourth year which will commence in March, 1939.

The revised courses will run for one year from March to February instead of being divided into terms as heretofore. The period chosen will embrace a whole padi year from sowing to harvest, and will allow for a full year's experience with dry land crops. The work will be essentially practical, the idea being to teach the pupils how to develop and maintain a small area of land, adequate attention being given to the economic side of the question. Work was started in October on clearing land and erecting the houses required.

The Farm School and Agricultural Station were again utilized for courses for Penghulus, Sidangs, village cultivators and vernacular school teachers. The courses proved very successful and will become an annual event.

Ayer Itam Farm School, Penang.—This School is intended primarily for Chinese. Like the Malacca School it provides a one year course of training. The School opened in January, 1938, with 15 students, but the number later fell to 13.

B.—LIVESTOCK

The extent to which the Colony depends upon foreign sources for livestock for slaughter appears to be decreasing slowly. There is a marked and steady increase in the numbers of swine produced locally, and, since pork is far more in demand than any other form of fresh meat, this increase in local production is important. Efforts are being made to encourage a greater local production of goats to offset the steady demand for goat-flesh made by some sections of the Indian community. Pig-breeding as an industry is mostly undertaken by Chinese and it is this race which creates the big demand for fresh pork; on the other hand goat-rearing is mostly undertaken by Indians, who are also the largest consumers of goat-meat. Sheep cannot be successfully bred, as yet, in flocks of sufficient size to effect any appreciable lessening in the numbers of sheep imported

from Australia. The European and Eurasian communities are the principal consumers of fresh mutton. Except in Malacca, oxen and buffaloes of local origin form only a small proportion of the numbers slaughtered annually in the Colony.

The extent of the demand for fresh meat is indicated by the following approximate figures for animals slaughtered in the Colony during the past two years :—

		<i>Cattle</i>	<i>Sheep</i>	<i>Goats</i>	<i>Swine</i>
1938	...	20,500	41,500	17,500	465,000
1937	...	25,000	40,000	20,000	440,000

The imports of slaughter-animals during the same period were approximately :—

		<i>Cattle</i>	<i>Sheep</i>	<i>Goats</i>	<i>Swine</i>
1938	...	19,000	49,000	14,500	115,000
1937	...	21,000	39,000	12,000	135,000

Large quantities of frozen beef, mutton, pork and other animal products are also imported into the Colony.

There are two large dairy farms with pure-bred herds under European management. Both of these are situated in Singapore and supply produce of a standard equal to that obtainable in Europe. The stock on these farms is imported from Australia and California and a proportion of the cows were bred and reared on the farms. There is great scope for improvement and development in the system of dairying practised in all Settlements by the Indian communities, and during the past year special attention was given to this item, particularly in Malacca.

Poultry-keeping is popular throughout the Colony. There are numbers of large poultry and duck farms conducted by Chinese, but amongst the other races this occupation is not organised and is carried on in a haphazard fashion.

During the year there were no large outbreaks of animal diseases in the Colony. Rinderpest was identified in imported oxen undergoing quarantine in Singapore and was quickly suppressed. For the first time in a great many years no outbreak of Foot and Mouth disease was recorded during 1938 in any part of the Colony. Swine fever of a mild type was reported from Singapore and from Penang and this form of disease appears to be enzootic in these Settlements. There were seasonal outbreaks of infectious poultry diseases, but the unorganised state of the poultry-rearing activities, and the lack of system therein, make such outbreaks very difficult to deal with.

The following table shows the numbers of livestock in the Colony :—

Settlement	Oxen	Buffaloes	Sheep	Goats	Swine
Singapore*	4,196	777	3,000	3,461	127,468
Penang	2,827	625	416†	1,699†	33,663
Province Wellesley	5,701	6,808	45	10,405	36,475
Malacca	8,057	13,131	—	20,232	37,683
Total	20,781	21,341	3,461	35,797	235,289

* These are January, 1936 figures; no census of animals has been taken since then.

† Including animals in importers' sheds awaiting sale for slaughter or re-export—average 300 sheep and 130 goats.

Last year's report recorded an outbreak of Canine Rabies in the Settlement of Singapore. Thanks to the drastic measures taken to control the outbreak, it was possible to declare the Settlement free of the disease and the muzzling order, which had been in force from the beginning of the control period, was rescinded on 3rd May, 1938.

C.—FORESTRY

At the beginning of the year the forests of Penang and Province Wellesley, which were formerly supervised by the District Forest Officer, Matang (Perak), were placed under the charge of the Forest Officer, Singapore. At the same time, the supervision of the Malacca forests, formerly exercised by the State Forest Officer, Negri Sembilan, was transferred to the Director of Forestry. The Straits Settlements forests organization is now, therefore, entirely self-contained. The Commissioner of Lands was nominally responsible for the forests of Singapore. The Forest Officer, Singapore, continued to grade timber for export, to inspect material on behalf of Government departments and to act as an intermediary between the mills and consumers generally. The forests of Malacca were in the full-time charge of an Assistant Conservator stationed at Jasin.

The area of gazetted reserves totalled 60,904 acres at the end of the year, or just over 8 per cent. of the total land area of the Colony. All the Singapore forest reserves were revoked, with the exceptions of Keranji and Pandan (about 4,422 acres in all), parts of which are to be permanently retained as being of special botanical interest. For a similar reason, the Bukit Timah reserve (about 164 acres), which was awaiting reconstitution at the end of the year, will also be retained. In Malacca two reserves, Bukit Panchor (2,693 acres) and Nyalas (2,468 acres) were revoked as they contained little timber of value and, for the same reason, areas totalling 4,531 acres were excised from two other reserves. The remaining area of reserves in this Settlement is comprised of forests that are as rich and as well-organized as any in Malaya. There were no changes in the areas of forest reserves in Penang and Province Wellesley.

Gross exports of sawn timber and sleepers (practically all of which came from the Singapore mills) amounted to 17,117 tons valued at \$441,955, as against 21,159 tons valued at \$601,664 in 1937. The decrease must be attributed to the effects of the Sino-Japanese war. Imports of saw-logs from Sumatra fell from 100,666 tons in 1937 to 98,461 tons during the year under review.

Exports of sawn timber, graded by the Forest Department, to the United Kingdom rose to 27,473 (25,773 in 1937) cubic feet and in addition 7,100 cubic feet of timber, graded by the mills themselves, were exported. This is a new development and one that will be watched with interest. It has always been hoped that, in time, the mills would be able to undertake their own grading, and, while it may be said that the timber was definitely inferior to that passed by the Department, the fact that such a relatively large quantity was shipped during the first year indicates that there is a demand for such material.

Including the 27,473 cubic feet exported to the United Kingdom, the Forest Officer, Singapore, inspected 80,287 cubic feet of timber, the bulk of it on behalf of Government departments. The corresponding figure for

1937 was 103,105 cubic feet, the decrease being accounted for by the completion, in that year, of an exceptional order for 22,000 cubic feet of logs for a boom at the Civil Airport.

Silvicultural work in the shape of cleanings and girdlings to encourage the natural regeneration of commercially valuable species continued. Complete regeneration has now been established over 3,166 acres in Malacca, where, in addition, 14,422 acres are still under treatment, of which 1,881 acres were retreated during the year. In Penang and Province Wellesley no regeneration operations were initiated apart from preliminary cleanings of a more or less exploratory character, the total area under treatment being still 2,135 acres.

Revenue fell from \$43,883 to \$40,246 and expenditure decreased from \$66,734 to \$60,558.

D.—FISHERIES

The condition of the fishing industry in the Colony was satisfactory on the whole and prices were maintained at a reasonable level, especially in Singapore, in spite of a keen demand and somewhat reduced supplies.

The factor mainly contributing to the shortage of supplies in Singapore was the disinclination of the Chinese to buy Japanese caught fish, which compelled many Japanese fishermen to give up fishing.

This reduction in competition by the Japanese has been to the advantage of local fishermen. Other active assistance to enable them, especially Malays, to improve their fishing methods was continued during the year. Power refrigeration and transport facilities are becoming cheaper, and local fishermen are being encouraged to appreciate the advantages of the increased comfort and seaworthiness of powered craft.

Local fishermen, especially the Malays, are, unfortunately, improvident in their mode of life, and in the past have been content to depend too much on loans, which placed them at the mercy of the middlemen who market the fish. Co-operative education, however, is making itself felt, and there are definite indications that the younger Malays are prepared to do something to improve their lot.

To assist them a school of instruction has been founded. The school aims at putting Malays into a position to compete on even terms with their rivals in the the fishing industry and to make them independent. In the school they will be instructed in the navigation and use of powered craft, the construction and use of types of nets and other gear with which they are not familiar, the refrigeration, handling and marketing of fish, and all other methods which will be of value to them as fishermen. It is proposed to give a two year course of instruction, and a start will be made with 25 resident students. They will be carefully selected and will be preferably the sons of fishermen. Daily classes will also be arranged for the instruction of other races in the canning, salting and drying of fish. The school is situated at Tanah Merah, Singapore.

The students will undertake practical fishing trips to distant grounds when considered competent, and their catches will be marketed by the School.

It is hoped that by the provision of such training an adequate fleet of local boats and men will be established capable of fishing in any waters and by any method.

The experimental vessel "Kembong" continued to perform useful service in demonstrating the advantages of a powered boat for working the more remote fishing grounds. The following is an account of her activities during the year.

Drift netting with a fleet of native boats was tried out exhaustively off Cherating, Pahang. The average catch per night per net varied from 37 katies to 79 katies valued at \$6. The catch consisted of Tenggiri, Parang, Bawal and Yu. The hauls of these drift netters depended on the size and condition of the net, and the experience as well as luck of the drift netters. Those with experience and a good net may get in one night as much as 260 katies of fish valued at \$21 that is, \$7 per man per night. To the Malay fisherman drift netting is profitable.

Two trips were made to the West Coast to find new grounds for kembong fishing. Shoals of kembong were observed between Pulau Jarek (Lat. 4° N), and a line to the north (Lat. 4° 30' N). Further north kembong shoals were also observed in the area between a line drawn through Pulau Raja and Pulau Butang and the mainland.

Long-line fishing was tried with expert Chinese fishermen on the East Coast. It was there found that where the sea bottom was suitable for long-line fishing fish was not abundant, and where there was a lot of fish, the sharp coral severed the lines. The method of long-line fishing as employed by Chinese on the West Coast off Penang was studied. One long-line boat could get 22 piculs of Ikan Merah, Kerapu and Kerisi China in 9 nights, thus averaging 2½ piculs per night. This is a very valuable source of first-class fish. Long-line fishing in the Straits of Malacca between Malacca and Singapore was found to be unproductive.

Further data were obtained on hand-line fishing. Fishing in good ground and good weather each fisherman could get in one night on the average 25 katies of fish valued at about \$2.

The "Kembong" made 12 fishing trips and was away from port for 154 days.

The Colony shares an expenditure of \$2,000 with the Federated Malay States in an experiment to cultivate oysters at Pulau Kra, off Penang island.

The experiment has as its object the cultivation in sea water of oysters of an improved quality which can be removed from the sea and transported in a fresh condition over a wide area. If the experiment is successful steps will be taken to purify them so that they can be eaten raw on "the half shell".

The total number of fishermen employed was 11,723, of whom 5,874 were Malays, 4,356 Chinese, 1,083 Japanese, 373 Indians, 35 of Portuguese descent and 2 others.

Revenue from the issue of licences for fishing gear and fishing boats amounted to \$10,791.95. The total number of fishing boats of all kinds employed amounted to 4,369.

The Colony is also interested in the experiment to introduce trout to Cameron Highlands. This is part of a scheme to develop Cameron Highlands' attractions, and there is evidence that the trout have spawned successfully in the Telom, Bertam and Habu streams, but to what extent is not known nor is it known whether all the spawners were successful. The fish in the Hatchery matured, but did not spawn; this however, is a common experience with hatchery reared fish.

E.—MINERALS

Mining operations in the Colony are confined to the Settlement of Malacca, where tin is mined, and to Christmas Island, where deposits of phosphate of lime are worked by the Christmas Island Phosphate Company. There are coal deposits in Labuan but these are not at present being worked. On the 1st April, 1934, the tin mines of Malacca were brought formally within the scope of the International Tin Restriction Scheme by the coming into operation of Ordinance No. 10 of 1934 (Chapter 164 of Laws of the Straits Settlements).

A yearly assessment of 200 tons tin has now been allotted to Malacca which is subject to the International percentage release during each quota period as provided for under the Restriction Agreement. A quota period represents a quarter of a year.

In 1938, the total quota allowed to Malacca was 99.15 tons of tin, or 2206.98 pikuls of tin-ore at the average assay value of tin-ore produced in Malacca. Actual production was 99.12 tons of tin or 2205.65 pikuls of tin-ore.

Royalty amounting to \$15,787.20 was paid.

In addition to ordinary production, Malacca also contributed under the Buffer Stock Scheme. The actual amount so contributed was 14.08 tons of tin or 323.61 pikuls of tin-ore, and royalty paid thereon amounted to \$2,451.57.

The number of producers at the end of the year was five and the methods adopted to win ore varied. Two producers employed gravel pumps in their mines, two others mined under Alluvial licences, whilst the fifth obtained his tin-ore from the sea-beach. In the last-mentioned case the ore is found as alluvial in the sand on the beach and is obtained by the simple process of washing the sand in small wooden trays called "dulangs".

During the later months of the year small quantities of gold were won at Chin Chin in Jasin District, the amount being just over five ounces. The possibility of winning larger quantities is being investigated.

The smelting of tin at Singapore and Penang is one of the principal industries of the Straits Settlements. The year's production, as declared by tin smelters, amounted to 64,299 tons, as compared with 94,721 tons in 1937, a decrease of 32.1 per cent.

Imports into Singapore and Penang of tin-in-ore (assessed at 75.5 per cent. by weight of ore imported) from countries outside Malaya amounted to 20,963 tons as compared with 23,533 tons in 1937, and from the Malay States and Malacca to 43,247 tons as compared with 77,542 tons in 1937, a total of 64,210 tons as compared with 101,075 tons in the previous year. Exports of smelted tin amounted to 61,187 tons as compared with 93,106 tons in 1937. The price of tin was £182 a ton at the beginning and £217 a ton at the end of the year. The highest and lowest prices during the year were £217 and £154, and the annual average was £190. The average price in 1937 was £244.

The production of phosphates of lime, as shown by exports from Christmas Island, was 159,859 tons. Of this, raw phosphates amounting to 103,088 tons were exported to Japan, 13,120 tons to Union of South Africa,

11,790 tons to Sweden, 8,500 tons to the Netherlands, 1,600 tons to Java; phosphate dust amounting to 13,168 tons went to Singapore and Port Swettenham, and 8,593 tons to Java. The labour force still consisted of Chinese recruited in Singapore for work on the Island, but there is a community of about 100 Malays in the employ of the Company many of whom regard Christmas Island as their permanent home.

CHAPTER VII

Commerce

The foreign (external) trade of Malaya, representing the Colony of the Straits Settlements, the Federated and the Unfederated Malay States, in merchandise, bullion and specie and parcel post, amounted in value to \$1,141 (£133) millions, as compared with \$1,603 (£187) millions, in 1937, a decrease of 28·8 per cent. Imports decreased by \$139 millions or 19·9 per cent. and exports by \$323 millions or 35·7 per cent. The decrease in both imports and exports was spread over the majority of the principal products, the largest decreases being in the imports of rubber, tin-ore, copra, cotton piece-goods, motor spirit, liquid fuel and motor cars, and in the exports of rubber, tin, copra, sago flour, motor spirit, coconut oil and canned pineapples. There were increases in the imports of rice, dredges and dredging materials and kerosene and also in the exports of rice and kerosene. Exports of rubber decreased by \$211,681,000 in value, and tin by \$93,430,000, due to the lower releases under the International Restriction Schemes for these products.

Although the trade of the Straits Settlements, as distinct from Malaya, is not recorded separately, it can be assumed that Singapore and Penang handle the greater part of Malaya's trade and the large transshipment traffic, which comprises so valuable a part of Malayan commerce, passes almost entirely through these ports, which are centres for the collection, grading and distribution of goods for the whole of the Malay Archipelago, especially the neighbouring territories of the Netherlands Indies. While the previous overwhelming proportion of the entrepot trade has had to give way before the growth of trading self-consciousness in other countries, the volume of this trade is still considerable. The \$1,141 millions of external trade consisted of \$559 millions of imports and \$582 millions of exports, the corresponding figures for 1937 being respectively \$698 millions and \$905 millions. The value of bunker coal, oil fuel, aviation spirit and stores taken on board ships and aircraft on foreign trade routes for their own consumption amounted to \$13 millions and if this is added to the excess of exports there was a favourable trade balance of \$36 millions, as compared with a favourable balance on the same basis of \$220 millions in 1937.

As pointed out in previous reports, a certain amount of caution must be exercised in the use of statistics for measuring Malayan trade owing to the fact that the declared trade values for Malaya, and for the Colony, include a considerable portion of import and export of mineral oils. By virtue of its geographical position and proximity to the oil fields, Singapore is a natural storage and distributing centre for this commodity, and distribution is effected as far as Africa on one side and Australia on

the other. To give an idea of the value of mineral oils imported and exported during the year 1938, and their relationship in value to the gross trade of Malaya, a glance at the following table is suggested:—

TRADE MINERAL OILS, 1938

VALUE IN \$'000

			<i>Imports</i>	<i>Exports</i>	<i>Total</i>
Lubricating Oil	...	...	2,478	603	3,081
Kerosene	...	...	16,115	12,168	28,283
Liquid Fuel	...	...	19,296	8,388	27,684
Motor Spirit	...	...	45,761	35,497	81,258
			<hr/>	<hr/>	<hr/>
A.—Total Mineral Oils	...	...	83,650	56,656	140,306
			<hr/>	<hr/>	<hr/>
B.—Total Malayan Trade	...	...	559,000	582,000	1,141,000
			<hr/>	<hr/>	<hr/>
C.—A as a percentage of B	...	...	15	10	12

Of the \$1,141 millions, representing the external trade of Malaya, \$948 millions or 83 per cent. comprise the direct foreign trade of the Straits Settlements. The value of imports was \$484 millions and of exports \$464 millions. The corresponding figures for 1937 were \$628 millions of imports and \$703 millions of exports. The same proportion of Malaya's external trade passed through Colony ports.

The percentage of Malayan trade with the United Kingdom increased from 13·0 to 16·2, and with British Possessions from 15·3 to 17·8, a total increase with all British countries of 5·7 per cent.

The following is a table of the trade values geographically apportioned:—

			<i>Imports</i>	<i>Exports</i>	<i>Total</i>
			<i>\$ in millions</i>		
1.	United Kingdom	...	102	82	184
2.	British Possessions	...	100	102	202
3.	Continent of Europe	...	36	97	133
4.	United States of America	...	17	173	190
5.	Japan	...	13	54	67
6.	Netherlands Indies	...	152	41	193
7.	Siam	...	88	16	104
8.	Other Countries	...	47	15	62
			<hr/>	<hr/>	<hr/>
	Total	...	555	580	1,135
			<hr/>	<hr/>	<hr/>
	Parcel Post, all countries	...	4	2	6
			<hr/>	<hr/>	<hr/>
	Total from Trade	...	559	582	1,141
			<hr/>	<hr/>	<hr/>
	Favourable Balance	...	23	—	—
			<hr/>	<hr/>	<hr/>
			582	582	—
			<hr/>	<hr/>	<hr/>

Detailed information regarding the trade of Malaya is contained in the regular periodical publications of the Department of Statistics.

Regulation of imports for Malayan consumption of cotton and rayon piece-goods manufactured in foreign countries by means of a quota system introduced by the Importation of Textiles (Quotas) Ordinance in 1934 remained in force throughout the year. This Ordinance was extended on 1st January, 1938 to include the regulation of certain made-up cotton and artificial silk piece goods. During the year much discussion took place over the issue of Import licences especially for Japanese textiles. The original method of issuing licences for this trade was to confine them to importers who were in the Japanese trade in the basic period January, 1933 to March, 1934 and since the trade had proved very lucrative and had in fact created a monopoly in favour of the holders of Japanese textile Import licences it had evoked much criticism. At the end of the year a scheme for a more equitable distribution of Import licences had been evolved and had been submitted to the Secretary of State for the Colonies for consideration. The tin and rubber control schemes continued to operate satisfactorily throughout the year. The Colony's tradition of free trade was maintained. Apart from excise duties on liquors, tobacco and petroleum imposed solely for revenue purposes, there are no import duties in the Straits Settlements.

CHAPTER VIII

Labour

Both skilled and unskilled labour in the Straits Settlements is still of foreign descent and the greater part of foreign birth. It comes from China, India and Java. The Javanese labourers in the Straits Settlements are not numerous. Indian labour is principally from the Madras Presidency though a certain number of Northern Indians (popularly called Bengalis) work as artisans and earthworkers. The Chinese labourers come from South China.

The bulk of labour is distributed as follows :—

A.—Employed on Estates—

<i>S. Indian</i>	<i>Chinese</i>	<i>Javanese</i>	<i>Malays</i>	<i>Others</i>
14,143	3,811	948	2,807	106

B.—Employed on Mines—

—	113	—	1	1
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C.—Employed in Factories—

6,011	36,213	692	670	460
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D.—Employed in Government Departments—

20,371	5,789	1,347	1,333	1,653
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The total Indian population of the Straits Settlements at the end of 1938 was estimated to be about 150,000.

On the average Indians are not so adaptable, self-reliant, or strong as the Chinese, and need greater attention, particularly on their arrival in the country. They are quite unfitted for strenuous work under pioneering conditions. Now that the number of Indian labourers settled in Malaya is large, newcomers are found to adapt their habits more rapidly to Malayan conditions and to aim more quickly than in the past at a higher standard of living. At the same time, an equally great change is taking place amongst Chinese labourers. Formerly most of them worked under a contractor, lived in a "kongsi" house or barrack and messed on contract with a common cook. Now more and more of them are bringing their wives to Malaya,

and are tending to work less strenuously for cash but rather to make houses and establish their own gardens, where they can give full scope to their skill in agriculture.

South Indian labourers are assisted to Malaya at the expense of the Indian Immigration Fund which is pan-Malayan in its operations. The basis of this fund is a payment by every employer (including Government Departments) on the number of days worked by each of his South Indian labourers.

Labourers in India either present themselves at one of the two Malayan depots in India—Negapatam or Avadi—where they are accepted if they are fit and possess a document from an employer guaranteeing them work in Malaya, or they are recruited by licensed recruiters, Kanganies, who are the agents of employers in Malaya. All recruiting is strictly controlled by the Malayan Labour Department, and all accepted recruits must pass through one or other of the above mentioned depots, if they are to be assisted to Malaya. Recruiting is nowadays comparatively insignificant as a means of obtaining labour from India, though it is still essential in the case of new estates which have not yet built up a connection with villages in India, or in the case of labourers who live too far from the depots to defray their own railway fares. Non-recruited labourers may not be assisted to the depots by any person who is not a relative, and they are at liberty on arrival in Malaya to work where they please. Recruited labourers are required to proceed to the employers in Malaya for whom they are recruited, but the only remedy for refusal to do so is a civil one.

There is no public fund, such as the Indian Immigration Fund, to assist labourers of other than the South Indian races to emigrate to Malaya, and they pay their own fares. In former times Chinese contractors built up their Chinese labour forces by importing workers from China, the latter repaying the cost by instalments. This, however, is not the rule nowadays.

During 1938 the quota for Chinese immigrants was reduced from 6,000 to 3,000 a month on January 1st, and again to 500 a month in April, at which figure it remained until the end of the year. Women ceased to be exempt from restriction from 1st May, when a quota of 500 was instituted. Children under 12 years of age continued to be exempt from restriction.

CONDITIONS OF EMPLOYMENT

Housing.—The extensive building of new lines and reconstruction of old lines reported for 1937 proceeded without a break during 1938. It is now generally realised that there should be ample accommodation for bachelors and married couples and that new buildings and reconstruction should be designed for larger families. Particularly during the second half of the year most houses, whether on the ground floor or raised, have been designed to give each family two living rooms, an enclosed kitchen and store and a verandah. Reconstruction of old lines has aimed at achieving similar accommodation. The preference of the Chinese for dwellings of this type rather than for the old communal housing is becoming more widespread.

Water Supplies.—The provision of proper supplies is compulsory under the Labour Ordinance and is strictly enforced. Pipe supplies, whether from publicly owned installations or from private sources, are increasing.

Sanitation.—Labour and Health Department officers are responsible for seeing that adequate sanitation is provided. Experience has shown that the more extensive the provision the more use is made of it and the housing area is kept cleaner.

Workmen's Compensation.—Legislation to provide for the payment of compensation to certain classes of workmen has been in force since 1933. The types of employment covered by the Ordinance include most workmen engaged in manual labour, and the various occupations are gradually being added to and more specifically defined as experience and knowledge of the methods of individual forms of employment are gained. The operation of the Ordinance is under the control of an Official Administrator and he is greatly assisted in his work by the officers of the Chinese Protectorate and of the Labour Department, on whom has been imposed the duty of following up all reports of accidents and giving every assistance to workmen in obtaining compensation for injury. These officers in effect act as the workman's friend and see that his case is fully and adequately presented before the Administrator by whom compensation for an accident is fixed. Much excellent work is done in this way, which extends also to the tracing of dependants in India and China and the recovery and transmission to them of moneys payable under an award by the Administrator.

Hours of Working.—The legal maximum working day is of nine hours' duration with not more than six hours at a stretch. On estates the average day is about seven hours. A labourer cannot be compelled to work more than six days a week.

Assistance to labourers in need of relief.—The Indian Immigration Fund maintains a home in Kuala Lumpur and depots in Singapore, Penang and other places, to which unemployable and unemployed South Indian labourers are admitted, and it pays for the transport of unemployed to places where work is available. The Chinese Protectorate maintains suitable institutions for Chinese labourers. Repatriation is given free to deserving cases.

Savings of and Postal remittances by labourers.—

(1) Details regarding Chinese labourers are not available.

(2) South Indian labourers :—

(a) Deposits in the Post Office Savings Banks	\$515,309
(b) Remittances to India	Rs. 1,702,105
(c) Membership of Co-operative Societies	11,737
(d) Capital of Co-operative Societies	\$431,387
(e) Number of Co-operative Societies	71 as against 70 in 1937.

Strikes and Disturbances.—

(a) *Singapore.*—Details of the more important strikes that occurred during the year are given below. Indian labourers were involved in two of them, the Singapore Traction Company strike and that of the cargo coolies employed by the Tanjong Pagar Labour Company.

(i) The most notable strike was that of the employees of the Singapore Traction Company. The men had early in the year formulated through their Association seven main issues relating to working hours, wage rates, paid leave, past wage reductions, gratuities, dismissals and free travel. The Company's offers on these points were not considered satisfactory, and the strike, affecting about 1,500 men, commenced on the 7th July. It lasted until the 22nd August, when the men returned to work, having agreed to accept arbitration, to which the Company had all along been willing to submit the dispute. Government appointed a Tribunal consisting of the Hon'ble the Chief Justice as Chairman, together with two European members, one Chinese and one Indian. Government also paid for legal assistance to help the employees to represent their case. The Tribunal's Award was made in November. It gave the men little, if anything, more

than the Company had offered them before the strike began. But it yielded one important consequence—the establishment of a precedent for arbitration in industrial disputes—and in this result the force of public opinion played a prominent part. It is quite true that the submission to arbitration was voluntary and not sanctioned by any law, yet there is no doubt that the decision of the men finally to accept arbitration, which had all along been offered to them, was brought about by their appreciation of their duty to the public, who, in spite of the great inconvenience which the strike involved to them, behaved most patiently and by their restraint and good sense contributed materially to this desirable conclusion.

(ii) In July about 300 Chinese employed by the Municipality in the disposal of night-soil struck work as their demands for paid leave, gratuities and an increase in wages were not met. A Settlement was reached about a week later, through the Protectorate, the men's demands with regard to gratuities and wages being in part conceded.

(iii) In September there were signs of unrest and finally a stoppage among the labour force of the Tanjong Pagar Labour Company on account of insufficient wages and unsatisfactory conditions of employment. A Protectorate officer investigated and, after securing for the labourers a small increase in wages and taking measures to prevent the recurrence of certain abuses that were discovered, persuaded them to return to work.

(iv) At the end of March 230 metal workers employed in a factory stopped work owing to a dispute with the proprietor over his refusal to pay compensation to one of their number who had been injured in an accident during work, and his dismissal of one of the delegation of labourers who had made representations to him about the injured man's case. Compensation was eventually paid and the dismissed man was re-engaged. A slight increase in wages was given at the same time, this being a third issue the men had taken the opportunity to put forward.

(v) During April and May the labourers employed in several box-making shops struck work for higher wages and shorter hours. The hours of work were found on investigation to be unduly long in each case. The strikes were all quickly settled on the employers giving way on this point and fixing an eight or an eight and a half hour day. In one case a small increase in wages was also granted.

(b) *Penang*.—There were no strikes involving South Indian labourers during the course of the year.

Among Chinese labourers there were three minor strikes. In the latter half of the year 35 labourers working under a contractor of the Eastern Smelting Company struck work on a number of complaints which were, however, considered, on enquiry by the Protectorate, to be groundless except perhaps that the food charge was too high. The labourers of two other contractors engaged by the Municipality and Messrs. Malcolm and Company stopped work because they had not been paid their wages.

(c) *Malacca*.—There were no strikes in which South Indian labourers were concerned.

There were four stoppages on Chinese estates on account of reductions in wages in January, July and August. The stoppages were in all cases of short duration and the labourers returned to work after it had been agreed that the reduction should be either postponed or decreased. The total number of labourers involved in the four strikes was 189.

The workers on one small mine stopped work for 16 days in February. Work then recommenced under a new advancer.

GENERAL

(i) All labour is free and is landed free of debt; the only remedy for breach of agreement is a civil one.

On most estates one or more provision shops are maintained where labourers can purchase their immediate requirements, and the prices are supervised by the management and officers of the Labour Department. The competition of village shops, which labourers can visit quickly on bicycles or on foot, also keeps prices reasonable in estate shops.

(ii) Standards of living among all labourers are improving yearly and the different races live and work together in harmony while they gain from experience of each other.

(iii) Rice is produced by indigenous Malays or immigrants of cognate races who have settled in the Peninsula.

Market gardening and pig and poultry rearing are almost monopolised by Chinese, though Malays contribute eggs and poultry to the country's supplies, selling their products to Chinese middlemen. A considerable amount of local fruit is produced by Malay peasants.

The Chinese monopolise the building and skilled artisan trades, though North and South Indians also find employment therein. For bridge-building, wharf-making and pile-driving Malabarais (South Indians) are often employed.

Tailoring, dress-making and cobbling are mainly in the hands of Chinese, who are now ousting the North Indian from his former monopoly of ladies' dress-making.

The laundry business is shared by Chinese and South Indians.

Domestic servants are usually Chinese (Hainanese) or South Indians, though some Malays and Javanese are also employed, particularly as private motor-car drivers.

Chinese are in the great majority in mining, logging, the timber industry, as rickshaw pullers, and in felling and clearing jungle for plantations.

South Indians are in the great majority in Government and Municipal Departments and on European-owned estates.

Dairying is shared by North and South Indians.

In mining South Indians are employed on earth work, but they are being displaced by Sikhs to some extent.

Javanese excel as drain cutters on estates.

No labourers are under contract in the Straits Settlements. Most Indians are employed directly, but the majority of Chinese are employed through labour contractors.

(iv) The most striking and important change during the past decade has been the increase in the number of Indian and Chinese women and children and the resulting tendency of both races to settle down in Malaya. In the old days most immigrants worked, for a time at least, for a labour contractor who had, directly or indirectly, brought them into the country. Now direct employment is becoming daily more common. Newcomers are assisted to emigrate by their friends or relations rather than by contractors or professional recruiting agencies. Labour unions are increasing in number.

(v) The Controller of Labour, Malaya, who is an officer of Class IA of the Malayan Civil Service, is responsible for all labour matters affecting every race. On the protective side the Labour Department concerns itself mainly with the enforcement of the Labour Ordinance and various labour enactments. On the immigration side, it is associated with the Indian Immigration Fund, from which are financed the housing and feeding of assisted emigrants in the large emigration depots in India, their passages to Malaya, their quarantine and maintenance in depots in Malaya, their transport to the various places of employment, their assistance when unemployed, and their repatriation to India when necessary. On the political side the primary responsibility for negotiations with the Government of India rests with the Controller of Labour who receives reports on every relevant side of Indian life and affairs from his officers stationed in India. In matters affecting Chinese labourers the Chinese Protectorate works in collaboration with the Labour Department, the former's officers being invested with the necessary powers under the Labour Ordinance.

(vi) Much consideration was given during the year to the question of legislation affecting labour. Bills were drafted to provide machinery for the settlement of industrial disputes and to encourage and regulate the formation of Trade Unions. With regard to the latter it is a common misapprehension that there is no provision in the law of the Colony for such combinations of workmen. Such provision has in fact existed for many years in the Societies Ordinance which, however, is much wider in scope and is aimed primarily at restraining the activities of societies of an unlawful nature. In recent years several trade unions have been registered under this Ordinance, but it was felt that the time had now come to accord them special recognition and to encourage the formation of genuine unions of workmen which have as their sole object the promotion of better conditions of employment of their members. The Bills mentioned were submitted to the Secretary of State for the Colonies for criticism and advice, which was still awaited at the close of the year.

CHAPTER IX

Wages and Cost of Living

A.—WAGES

Standard rates of wages are prescribed by law in certain key areas in Malaya; these rates tend, in practice, to provide minima for wages earned throughout the country both by Indians and labourers of other races, save when there is severe and sustained economic depression. Standard rates of wages have only been prescribed in respect of South Indian labourers. There was no change in standard rates throughout the year. The only key area in the Colony is that of Province Wellesley where the prescribed rates are:—

- (a) 40 cents a day for an able-bodied adult male South Indian labourer.
- (b) 32 cents a day for an able-bodied adult female South Indian labourer.
- (c) 16 cents a day for minors over the age of ten.

Throughout the Colony the monthly earnings of South Indian agricultural labourers declined towards the middle of the year; they then began to rise again but did not attain the 1937 levels.

On small holdings owners in 1938 tended to sell their Rubber-Restriction Coupons or tap themselves, and earnings where labourers were retained fell considerably below the high 1937 levels.

On estates daily rates were reduced in most cases to 45 cents a male and 35 cents a female with effect from the 1st May. Average wages ranged as follows throughout the year, the higher figures being found only in the first quarter:—

STORES AND FACTORIES		TAPPERS		FIELD	
<i>Men</i>	<i>Women</i>	<i>Men</i>	<i>Women</i>	<i>Men</i>	<i>Women</i>
<i>cts.</i>	<i>cts.</i>	<i>cts.</i>	<i>cts.</i>	<i>cts.</i>	<i>cts.</i>
40-70	32-45	40-60	32-40	40-50	32-45

Towards the middle of the year the lower rates were normal.

Rates paid by Government departments and quasi-Government departments were the same as in 1937, not less than 50 cents a day being paid to a man, and 40 cents to a woman. The highest rate was 90 cents a day for a male, the normal rate being about 55 cents.

Chinese agricultural labourers were mostly paid by results, earning from 50 to 70 cents a day, the lower rates prevailing during the last three quarters.

Javanese generally received the same rates as South Indians. Malays received the same or slightly lower rates.

In Penang and Province Wellesley labour is mostly domiciled and on older properties which have a long tradition of South Indian labour the majority of the population is locally born and in intimate touch with surrounding conditions; they assist considerably, for example, with the padi harvest. The same position is being gradually reached on the older properties in Malacca and to a lesser degree in Singapore.

The figures quoted above do not refer to skilled labourers whose earnings and wage rates are much higher.

B.—AVERAGE PRICES AND 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 (No. S. 4) published annually by the Statistics Department. The average weighted index number of commodity prices in Singapore, represented by 17 principal commodities (15 wholesale and 2 retail) decreased by 22.1 per cent. as compared with 1937. Decreases were shown in the prices of 16 articles while the retail price of tea remained unchanged throughout the year. The price of tin was £182 per ton at the beginning and £217 at the end of the year, the highest and lowest prices being £217 and £154 respectively. The price of rubber was 6 $\frac{7}{8}$ pence per lb. at the beginning and 8 $\frac{3}{16}$ pence at the end of the year, the highest and lowest being 8 $\frac{3}{8}$ and 5 $\frac{5}{16}$ pence, respectively. The following index numbers show changes in commodity values during the last five years (basis, 1929 values = 100):—

1934	1935	1936	1937	1938
63	64	73	86	67

The tendency for retail values was to decline, as shown by a decrease of 3.1 per cent. in the index of food prices, representing the mean of the differences of the average for the two years in Singapore, Penang and Malacca.

Municipal assessment values increased by 7·4 per cent. in Singapore and 2·5 per cent. in Penang, but declined by 0·4 per cent. in Malacca as compared with those of 1937.

There was a general decrease in the cost of living for all communities and the index numbers for the Asiatic, Eurasian and European standards given below show that costs in respect of all three standards are lower when compared with 1937 but higher when compared with 1914.

Standard		1914	1937	1938	Percentage increase + or decrease — in 1938 as compared with 1937
Asiatic	...	100	112·5	109·2	— 2·9
Eurasian	...	100	112·4	109·6	— 2·5
European	...	100	127·1	125·9	— 0·9

CHAPTER X

Education and Welfare Institutions

A.—GENERAL

Educational facilities are provided in English, Malay, Chinese and Tamil.

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

All schools (other than those in which the teaching is of an exclusively religious nature) in which ten or more persons are habitually taught in one or more classes, and all supervisors, committees of management and teachers of schools, must be registered in accordance with the Registration of Schools Ordinance (*Chapter 139*). To be a supervisor, a member of the committee of management or a teacher in an unregistered school is an offence against the Ordinance. Under the Ordinance the Director of Education may refuse to register any school that is—

- (1) insanitary or unsuitable by reason of danger from fire or on the ground that it is a dangerous building,
- (2) likely to be used for the purpose of political propaganda detrimental to the interests of the Colony or of the public or for the purpose of instruction detrimental to the interests of the pupils or as a meeting place of an unlawful society,
- (3) if it shall appear to him that the existing educational facilities are adequate and that such registration would be detrimental to the interests of the Colony or of the public.

The Director 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.

An Education Board was constituted in 1909. It is 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 the 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 receives, in addition to the school fees, the proceeds of an education rate of 2 per cent. on property in municipalities and 1 per cent. on property in rural areas.

B.—OUTSTANDING EVENTS IN 1938

The following were the outstanding events of the year :—

1. The appointment of a Commission consisting of Sir WILLIAM H. MCLEAN, K.B.E., PH.D., M.INS.C.E., (Chairman) and Professor H. J. CHANNON, D.SC., with the following terms of reference—

To survey existing arrangements for higher education, general and professional, in Malaya; and to consider in the light of local needs and conditions whether they require extension and if so, in what directions and by what methods.

To report upon the present work of Raffles College, Singapore and on any potential development that may seem desirable.

The Commission conducted its investigation during October and November.

2. A Report on Education in Engineering by Professor G. MCOWAN of Raffles College, submitted after a survey of the facilities for university education in engineering in the British Isles.

3. The Report of a representative Committee to investigate the opportunities in Malaya for employment in the engineering profession.

4. A Report on Vocational Education in Malaya by Mr. H. R. CHEESEMAM, the Acting Deputy Director of Education, Straits Settlements and Acting Deputy Adviser on Education, Malay States. This officer was deputed to study in Great Britain and the Netherlands Indies the aims and methods of the modern type of school in those countries with a view to bringing local schools into closer touch with present day conditions. One of the recommendations of the Report was immediately accepted, namely to appoint an Organizer of Vocational Schools and Handicrafts for the Straits Settlements and Federated Malay States to be responsible for the Trade Schools and for the development of handicrafts in the English and vernacular schools. This Organizer will be appointed in 1939.

5. With effect from 1st January, 1938, school fees in English schools were reduced in classes up to and including Standard VI. The new fees in those classes are \$2.50 a month.

C.—ENGLISH EDUCATION

The “English Schools” are those in which English is the medium of instruction. Less than twenty per cent. of the pupils come from English-speaking homes. The lowest class may be composed of children speaking between them seven or eight different languages or dialects. As a result the “Direct Method” of teaching English has to be followed. Children are admitted into the lowest class at the age of six or seven and are given the normal school course which extends over eleven years culminating in the Cambridge School Certificate Examination, though a few remain a year or two longer and enter for the Queen’s Scholarship Examination.

The fees in Primary and Elementary Classes up to Standard VI inclusive are \$30 (£3 10s.) for all pupils, girls or boys. Above Standard VI all girls and boys enrolled before 1st January, 1934, (when the higher scale of fees in classes above Standard VI was first intimated) continue to pay the old rates namely \$48 (£5 12s.) for boys and \$36 (£4 4s.) for girls. For pupils enrolled after 1st January, 1934 the fees for all girls and boys are fixed at \$72 (£8 8s.) or \$108 (£12 12s.) according to the results of an examination, the successful pupils up to 50% of the available places paying the lower and the remaining pupils paying the higher fees. Pupils enrolled after 1st January, 1934, whose progress is normal will reach Standard VII in January, 1942.

There is no compulsory education in English.

In 1938 there were 25 Government and 33 Aided English Schools namely 29 in Singapore, 20 in Penang, eight in Malacca and one in Labuan. One Aided School (Gan Eng Seng School, Singapore) was taken over by the Government on 1st January, 1938 and one private school (Choon Guan English School, Singapore) became an Aided School on the same date.

The average enrolment was 26,111 (10,210 in Government and 15,901 in Aided Schools), 750 more than last year.

Of the 26,111 pupils in English Schools, 19,030 were receiving primary education (*i.e.* up to and including Standard V) and 7,081 secondary education (*i.e.* above Standard V).

One thousand eight hundred and twelve (or 9.52%) of those receiving primary education and 1,295 (or 18.28%) of those receiving secondary education were enjoying free education. Of these free scholars 436 were Europeans or Eurasians, 1,021 Malays, 1,399 Chinese and 224 Indians while 27 belonged to other races.

The Aided English Schools are managed by various missionary bodies—four Roman Catholic Orders (the Christian Brothers, the Gabrielist Brothers, the Dames de St. Maur, and the Canossian Institute), the Methodist Episcopal Mission, the Church of England, and the Presbyterian Church.

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 European Missionary teachers at the rate of \$3,000 (£350) a year for men missionaries and \$1,800 (£210) a year for women missionaries. In Christian Brothers' Schools and Convent Schools, where there are European and Asiatic missionary teachers a flat rate of \$2,400 (£280) a year is paid for men and \$1,500 (£175) a year for women. Under certain conditions capital grants amounting to half the cost of approved new buildings are also paid by the Government.

The Government Afternoon Schools in Singapore continued the useful work that they have carried out since their initiation in 1930. These schools use the buildings and equipment of the Government (Morning) school and they accommodate pupils who are unable to gain admission to Government or Aided morning schools: some, but by no means all, of the pupils are over-age for morning schools. As far as possible, these afternoon schools are staffed by qualified and trained teachers for whom employment cannot be found in the regular Government or Aided Schools. In 1938 it was found necessary to appoint some teachers who had the requisite academic attainments but who had received no professional training: it is expected that the necessity for this will be of short duration. Co-operation and liaison with the morning schools continued and promising boys in the afternoon schools

were drafted into the morning schools as opportunity occurred. In two of the schools special attention was paid to manual work of value to the over-age boys unsuited to literary studies. Greater attention was paid to games and two of the schools had scout troops. The average enrolment of the afternoon schools in 1938 was 1,141 compared with 1,057 in 1937. The total expenditure was \$43,246.74 and the total revenue \$39,947.

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

- (a) those controlled by religious bodies as educational and not commercial undertakings;
- (b) those carried on by individuals for profit: most of these are accommodated in any sort of building—shop-house, private house, office or godown.

Among the 54 private English schools in Singapore and Labuan improvement continued. In September, 1938 the new post of Supervisor of Private English Schools, Singapore, was filled by an experienced European Master. Regular inspection of private schools can now be made and progressive improvement may be anticipated. Only 10 of the 54 schools were graded as efficient in 1938. In 1938 there were 7,512 pupils in these schools in Singapore and 103 in Labuan, a total increase of 368 over the 1937 enrolment. Of this total, 5,838 were receiving primary and 1,777 secondary education.

There were 12 private English schools in Penang with an enrolment of 909 boys and 293 girls. In Penang the private English schools are supervised by the Group Supervisor of the Government English Schools.

There were eight private English schools in Malacca with an enrolment of 442 boys and nine girls.

The appointments of European Supervisors—a Group Supervisor (man) for elementary classes and a Primary Supervisor (woman) for primary classes—for groups of English schools with locally trained Principals were continued in Singapore. The Supervisors were also responsible for the Normal Class for Primary teachers. The arrangement was extended to Penang by the appointment of a Group Supervisor for a group of three Government schools there.

Arrangements were made in Singapore at the beginning of 1936 by which pupils in Aided Schools were taught Science on Saturday mornings and in the afternoons by science masters, where possible from the staffs of their own schools, under the direction of the senior science master of Raffles Institution (the only school in Singapore with science laboratories) where the classes were held. Pupils, who propose to enter courses of study after leaving school in which science is essential, are admitted to these classes when they are in Standard VI for a four year course. At the end of 1938 there were 187 pupils in the classes and 51 of them took Experimental Science in the 1938 Junior Certificate examination.

Locally recruited teachers in English schools are recruited from Raffles College graduates for middle and secondary departments (from Standard II upwards). Teachers (women only) are trained in Education Department Normal Classes, conducted in each large Centre, providing a three year course. Usually only a Primary course (that is, training teachers for the first three classes in schools) is provided and there were Primary Normal Classes in Singapore and Penang. But owing to difficulty in getting Raffles College graduates for the girls' schools there was an Elementary (that is a course training teachers for Standards II to VI) Normal Class in Malacca.

The extensive and valuable scheme of Post Normal Training arranged by the Department was continued in Singapore. The Singapore Teachers' Association co-operated in the arrangements for several of the Education Department Courses and also for the A.R.P. and First Aid Courses conducted by the St. John's Ambulance Brigade. Courses were held in Nature Study (by the Director of Gardens), Singing (four classes conducted by the Master of Music), Physical Training (two classes for women, one in Folk Dancing, and one for men, dealing particularly with the use of apparatus), Art (three courses, one for men and one for women teaching in secondary classes, and a holiday course in craft work), and Elocution and the Drama. In Penang, there were courses for trained teachers.

D.—VOCATIONAL AND INDUSTRIAL EDUCATION

Technical Education.—Students from the Straits Settlements are admitted to the Government Technical School at Kuala Lumpur in the Federated Malay States where courses of training are provided in Surveying and in Civil, Mechanical, Electrical and Telo-communication Engineering. Its students are eligible for appointment as Technical Subordinates in the Public Works, Railway, Electrical, Posts and Telegraphs, and Survey Departments.

In the Government Evening Classes in Singapore held at Raffles Institution courses were provided in Commerical subjects (Shorthand, Typewriting, Book-keeping) and Plumbing, Structural Engineering, Electrical Engineering, Machine Drawing, Marine Engineering, Radio Engineering, Mechanical Design, Surveying, Builders' Quantities, Typography, Chemistry, Applied Mathematics and Sanitary Engineering. There were over 400 students in the various classes at the end of the year. Valuable work is being done despite special difficulties partly due to inadequate foundation because students lack fundamental technical groundwork. There is, however, conclusive evidence of a demand for technical education. Full use of the Trade School is made, wherever possible, for practical work.

The Government Evening Nautical Classes in Singapore had an average attendance of 19 throughout the year. Six students qualified as Local Trade Masters, 9 as Gunners, and 15 as Helmsmen. The standard of qualification has appreciably advanced. The numbers in these classes are limited in accordance with the requirements of the Port. Through the Master Attendant's Department, which is in direct contact with the various shipping companies, information is obtained regarding vacancies for those who are qualified.

Government Evening Classes were also held at Penang in Electrical Engineering, Machine Drawing, Applied Mathematics and Repair and Overhaul of Motor Cars. The Commerical Classes (Book-keeping, Typewriting and Shorthand) have larger enrolments than the parallel classes in Singapore, where there are large private commerical schools with evening classes.

There were evening classes, with small enrolments, in Shorthand and Typewriting in Malacca.

Agricultural Education.—There is no school of agriculture in the Straits Settlements but pupils from the Colony are admitted to the School of Agriculture (under the Department of Agriculture) at Serdang, near Kuala Lumpur, in the Federated Malay States, where one-year and two-year courses of study are followed. The Government provided a number of scholarships in this school in 1937.

Six Singapore English schools (an increase of one) maintained vegetable gardens during the year and received help and advice from the Agricultural Department. Pupils display keen interest and the work is correlated both with Nature Study and English. The first place in the annual school competition was awarded to Bukit Panjang School. In addition there were fourteen Malay schools (an increase of five) with gardens. One of these schools was a girls' school. In the Annual Exhibition of Work of the Malay schools a section for vegetables and flowers was included, and the first prize in the annual school garden competition was awarded to Tanjong Katong School.

In Penang Refresher Courses in Agriculture and Gardening were held at Cherok To'kun Experimental Station and at Bagan Lepas Malay School and were attended by 45 Malay school teachers. Forty-eight Malay Schools have gardens, and 2,805 (an increase of over 200) boys have their own home gardens. There are also three schools with their own rice plots.

Gardening continues to be of a high standard in the Malacca Malay schools. Seventy-two Malay schools have gardens, and 1,133 (an increase of 100) boys have their own home gardens. In addition to the Annual School Garden Competition, there was the usual (fourth) annual Malay Schools' Agricultural Show held in October. The Show always attracts great attention and it is exercising a very wide influence in the Malay schools and in the Settlement generally.

Poultry keeping at Pengkalan Balak School in Malacca showed good progress. Eight cross-bred Rhode Island red cockerels were sold in the Kampongs.

Commercial Education.—Apart from the evening commercial classes already mentioned, there are commercial departments in three secondary schools (one Government and two aided, one of the aided a girls' school) in Singapore and there is a Government Commercial Day School in Penang. There are also in Singapore some large and efficient private commercial schools. The extent of the commercial work in schools and evening classes in Singapore is indicated by the number of entries in 1938 for the examinations of the London Chamber of Commerce, namely 953 candidates with 2,209 subject entries. The very successful Government Commercial Day School in Penang maintained the high record of past years: the 103 candidates in the London Chamber of Commerce Certificate examination obtained 241 passes with 232 distinctions while the 41 candidates for the Higher Certificate obtained 38 subject passes with 12 distinctions.

Industrial Education.—(a) The Singapore Trade School had an enrolment of 119 students of whom 82 were taking the general mechanics course, 17 the electrical and 14 the plumbing and 6 the newly formed Radio Course. Each is a three-year course and in 1937, 29 completed their training and were immediately absorbed into employment. As in previous years some outside work was undertaken, one large order involving much plumbing and welding. The gross revenue from outside work was \$2,158.41.

On the recommendation of the Advisory Committee, the Government decided during the year to erect a new Trade School to provide accommodation for twice the number of students in the present school. In consequence no additions or alterations to the present building were made in 1938. Some equipment was added, a European Radio Instructor was appointed, and lead burning was added to the syllabus. For the first time the school furnished an exhibit at the annual Malayan Agri-Horticultural Exhibition

at Kuala Lumpur. The Trade School Advisory Committee held four meetings throughout the year, and gave greatly appreciated advice and help.

(b) The enrolment at the Penang Trade School was 106. Three-year courses in general mechanics, electricity and plumbing are provided. Thirty-seven engineering, 12 electrical and 10 plumbing students were enrolled during the year. Fourteen third year students left on completing their course and all found employment without difficulty. The Penang Advisory Committee continued to give useful help and advice.

(c) The Malacca Trade School had an enrolment of 50 students namely 29 taking the carpentry and 21 the tailoring course. Nine of the boys lived in the old hospital ward. \$2,192.63 was the amount received from the sales of the carpentry section and \$1,173.39 for the tailoring section. The amounts credited to the individual accounts of students were \$724.37 for the carpentry section and \$263.62 for the tailoring section. There was an exhibit at the Malayan Agri-Horticultural Exhibition at Kuala Lumpur when exhibits of the value of \$178.65 were sold and orders of the value of \$243.80 were secured. During the year a Malacca Trade School Advisory Committee was formed.

E.—UNIVERSITY AND COLLEGIATE (POST-SECONDARY) EDUCATION

The highest educational institutions in Malaya are the King Edward VII College of Medicine and Raffles College, both in Singapore. The College of Medicine provides a six-year medical course (recognised by the General Medical Council of the United Kingdom), a five-year dental course, and a four-year pharmaceutical course. Raffles College provides a three-year course in arts and science and a fourth year post-graduate course in Education.

The annual examination for Queen's Scholarships, two scholarships to Oxford or Cambridge awarded annually, each of the maximum value of £500 for the first year and £400 for succeeding years, was held in September. This was the fifteenth examination since the restoration of the scholarships in 1923. The successful candidates were LIM KOK ANN and LEE LIAN CHYE, both of Singapore. LIM KOK ANN received all his secondary education at the Anglo-Chinese School before his admission to the central Queen's Scholarship Class at Raffles Institution. LEE LIAN CHYE also from the central class received his secondary education at Raffles Institution. Both the scholars intend to study medicine at Cambridge.

F.—VERNACULAR EDUCATION

Malay Vernacular Schools.—Malay vernacular education is entirely free. School buildings, quarters for staff, staff, equipment and books are usually all provided by the Government.

The aim in these schools is—

- (i) to give a general and practical education to those boys and girls who will not receive an English education and who will find employment in vocations like agriculture in which a knowledge of English is not essential, and
- (ii) to provide preliminary vernacular education for pupils who will later receive an English education.

In 1938 there were 219 Malay vernacular schools with an average enrolment of 25,866. The figures for 1937 were 218 schools and 25,145 pupils. There is also an aided Malay school at Pulau Bukom, near Singapore, at which the enrolment was 67 and a private Malay school at Pulau Sudong with 37 pupils.

In Singapore the Standard VI class which was started in 1936 at Kota Raja Malay School continued to give satisfactory results. The curriculum is especially designed, with emphasis placed on manual work, to produce handy youths suitable for posts in shops and offices. The class was very successful, but limitations of staff and accommodation prevented any extension of this work.

In Singapore there were special classes for teachers in Malay schools for men and women in practical teaching, Arithmetic, Art, Geography and Composition, for men only in Physical Training, Carpentry and Silver-work and for women only in Needlework and Handwork. Separate classes for men and women were held and the progress made was very satisfactory.

The Singapore Malay Teachers' Association remained an active professional and social body and published its Annual Journal (*Saujana*).

The Singapore Rochore (Special) Girls' School, admits selected pupils who have passed Standard IV in the Malay Girls' Schools. The two year course includes English as well as Malay and places special emphasis on art and handwork, nursing, cookery, needlework and homecraft generally. The Government Health Department again gave valuable assistance. From this school are now drawn all the candidates for the teaching profession and five pupils from this school were appointed teachers during the year.

Visits were paid by Malay women teachers from the Malay girls' schools to Malay boys' schools which had girl pupils, to teach them needlework, and the Headmistress of Rochore Girls' School also visited all the Malay Girls' schools to stress the importance of hygiene.

Both girls' and boys' schools held very successful inter-school drill and games competitions.

The building programme in Singapore included the reconstruction of one school and extensions to three schools. New buildings for Telok Saga and Tanah Merah Besar were begun.

In Penang, the Malay schools made steady progress in every direction. Special emphasis continued to be placed on handwork, the crafts, in addition to the basketry taught in practically all schools, including batek printing, book-binding, weaving, chick-making, soap-making and concrete casting. Physical training was stimulated by the usual competitions during the year.

The Malacca schools completed a successful year. There were 15 divisions of Standard VI at selected central schools. At the Malayan Agri-Horticultural Exhibition at Kuala Lumpur, the Malacca Malay boys' schools scored the highest aggregate points of all Centres in the Peninsula and were awarded many prizes for various crafts. The main handicraft is basketry and carpentry, chick-making, net-making, book-binding, cotton-printing, soap-making, and tinning and soldering are also taught in selected schools. Two new schools were built during the year and store-rooms were provided for four schools.

The Malay Women Teachers' Training Centre, Malacca, had an enrolment of 48 students drawn from the Straits Settlements and Federated

Malay States. Steady progress was made and the work of the students at the Centre and later in the schools is a happy augury for the future of the Malay girls' schools in the Peninsula.

Chinese Vernacular Schools.—There are no Government Chinese schools in the Colony. The number of Chinese Schools receiving grants-in-aid in 1938 was 37 in Singapore, 32 in Penang and 9 in Malacca. There is a decrease of one in Singapore, and an increase of two in Penang and two in Malacca. The total grant paid to these schools was \$146,738.00 as against \$123,564.50 in 1937.

The grants to Chinese vernacular schools are in three grades for primary schools, \$10 (£1 3s. 4d.) a year, \$7 (16s. 4d.) and \$5 (11s. 8d.) a year for each pupil in average attendance. The grant system was extended in 1936 to Middle Schools at the rate of \$18 (£2 2s.) a year or \$12 (£1 8s.) a year for each pupil in average attendance. In order to qualify for the higher grade, schools must teach English with reasonable efficiency and must employ for that purpose a teacher who has passed the Cambridge Junior examination or a higher or equivalent examination. In addition to these grants certain schools with Normal classes receive a special grant of \$25 (£2 18s. 4d.) a year in respect of a limited number of pupils in their normal classes. This number is determined by the number who may be reasonably expected to be absorbed as teachers in the local schools.

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 the school fees for his livelihood, 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 Kuo Yue or 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 Primary course in Chinese schools normally lasts for six years. The Government has little, if any, control over the fees charged, the hours of attendance, or the length of holidays except in the Aided schools. The usual school subjects are found in the curriculum.

Secondary education for boys was provided in Singapore at the Chinese High School. In Penang there were two schools for boys which provided a secondary as well as a primary course. In Malacca one boys' school provided post primary classes, but not a complete secondary course. One girls' school in Singapore provided a three year secondary course, followed by a three year Normal course. Three girls' schools in Singapore and two in Penang provided a post primary Normal course.

Inter-school Sports for Chinese Schools managed by the Education Department were held in the three Settlements of Singapore, Penang and Malacca. There was keen competition amongst the schools, and although the smaller schools are handicapped by lack of playgrounds and facilities for training, a number of them sent in competitors.

The Inter-school examination started in 1935 was again held. The subjects in which pupils were examined were Chinese, English, Mathematics, History and Geography. This examination is helping to fix a standard and is stimulating improvement.

At the close of 1938, there were 518 registered schools with 2,098 registered teachers, and 47,167 pupils. The figures for 1937 were 476 schools, 1,809 teachers, and 40,293 pupils.

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.

Education is entirely free in estate schools; in some of these the children also receive free uniforms (from toddy-shop profits) and the parents a gift of rice if attendance is satisfactory. The schools run by Christian missions or Indian Associations usually give free education to the poor. In proprietary schools the fees seldom exceed \$1 (2s. 4d.) a month.

At the end of the year there were 65 Tamil schools in the Colony with 3,384 pupils. The figures for 1937 were 66 schools with 3,337 pupils.

For the first time four Singapore schools qualified for grants, but the standard of work in all the Singapore schools was low.

Co-education is not the policy of the Department but a number of girls attend boys' schools. There are two Tamil vernacular schools for girls in the Colony, the Convent Tamil school at Penang and the Ramakrishna Mission Girls' School in Singapore.

G.—MUSIC, ART, DRAMA AND RECREATION

Music.—The Master of Music, who was first appointed in 1936, paid regular visits to 18 Government and Aided English schools in Singapore and paid occasional visits to other schools. There was general improvement in the standard of singing. Much of this improvement was due to the teacher's classes. The standard of work varied from school to school dependent to some extent on the individual ability of teachers as pianists or vocalists. In diction and rhythmic sense noticeable advance was registered.

The Children's Concert Committee under the presidency of Major E. A. BROWN, O.B.E., V.D., arranged three children's concerts. The programmes consisted of orchestral, vocal, instrumental and choral items, the last contributed by girls' school choirs, and community singing. The Departmental Teachers' Music Library made the choice of songs easy. The revived Young People's Orchestra conducted by Major E. A. BROWN gave excellent performances.

In Penang, singing was taught in the primary divisions of most schools and several of the secondary schools had musical societies which presented very successful programmes.

In Malacca singing was taught at all girls' schools, at the Government Elementary Boys' English Schools and at the Anglo-Chinese Boys' School. Special attention was given to the teaching of singing to newly admitted Malay boys at Bandar Hilir English School.

Art.—The Art Superintendent in Singapore was on duty throughout the year and paid regular visits to all Government and Aided English schools. The syllabus followed was the same as that of the past two years, covering all branches of observational work, imaginative drawing, design, manuscript writing and various handicrafts. It allowed sufficient latitude for teachers to choose those branches in which they had special interest or qualifications.

In Penang the Art Mistress was on duty for the greater part of the year. Progress was made in wood-block cutting and fabric printing. Outdoor sketching was taken up by some schools. The Malay Schools held a special central handicraft exhibition.

In Malacca Art continued to receive special attention. The crafts taught increased in number. Mention has already been made of the successful craft exhibits of the Malay schools at the Malayan Agri-Horticultural Exhibition at Kuala Lumpur.

Drama.—The Singapore Teachers' Association in co-operation with the Education Department again arranged for special courses for its members in Elocution and the Drama. Five teachers were awarded certificates for special proficiency.

Schools generally, both English and vernacular, make full use of Drama both in teaching and for the entertainment of parents and friends of the school.

Recreation.—Adequate provision was made in all boys' schools, English and Malay, for recreation. The more popular games, football, cricket and hockey, were played in all boys' schools and in many schools badminton, tennis, volley-ball and net-ball were played. Rugby football was played in two or three schools.

Organised games were conducted in most of the girls' English schools. In Malay girls' schools folk games were included in the physical training course. Most English schools had their own annual sports and the Malay schools had combined sports.

In Singapore five English and four Malay schools made regular use of the Y.M.C.A. Swimming Pool and 485 boys passed the swimming test during the year.

The Scout movement in Singapore flourished. The 1938 census showed a total strength of 1,873, an increase of 87. Four new Scout Troops and three new Cub Packs were formed. A Rally was held during the year when an appeal for a Singapore Headquarters Building was launched.

Eight schools had Cadet Corps which completed very full programmes.

Other juvenile organization working among boys and girls, though in most cases not through school organizations, were the Girl Guides, the Boys' Brigade, the Girls' Life Brigade, the Salvation Army Scouts, the Y.W.C.A. and the Y.M.C.A.

H.—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 15 boys and girls in the Home during 1938. This Home is at Penang and it gives instruction in Braille by a qualified instructor. The Government grant was \$1,500.

There are 15 orphanages in the Colony (five in Singapore, five in Penang and five in Malacca), with 1,564 orphans in 1938, maintained by various religious bodies. All 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 200.

The Salvation Army Industrial Home in Singapore for waifs and strays (boys) had an enrolment of 54 at the end of the year. The Home seeks to provide the boys with an elementary education, with a practical bias, in English or Malay.

The Home has been used since June, 1938, as a place of detention under the Children and Young Persons (Places of Detention) Ordinance, 1937. Boys and youths under the age of sixteen years who are arrested and not released on bail by the police or who are remanded by the Courts are sent to the Home until their cases are disposed of by the Courts. Youthful offenders may be committed to the Home by the Courts for a period not exceeding six months instead of being sent to prison. There was an average of nineteen boys in the Home detained under the provisions of this Ordinance.

CHAPTER XI

Communications and Transport

A.—SHIPPING

The Colony is very favourably situated for communication by sea with other countries. Singapore is a nodal point for traffic between Europe, the Netherlands Indies, British India and the Far East, and most mail and passenger liners between these places call both there and at Penang. There are also frequent and regular sailings between the various Settlements by ships belonging to the Straits Steamship Company, and many Chinese-owned vessels, too, are engaged in the coastal trade.

A weekly mail service between Singapore and Labuan is maintained by the Straits Steamship Company, and Christmas Island is served by the s.s. "*Islander*", which belongs to the Christmas Island Phosphate Company.

The tonnage of all vessels entered and cleared at the five ports of the Colony (Singapore, Penang, Malacca, Labuan and Christmas Island) during

the year 1938 was *47,880,557 tons, being *2,419,899 tons less than in 1937. Particulars are shown in Appendix "C". The decrease at Singapore, Penang and Christmas Island was *2,461,360 tons; Malacca and Labuan showed an increase of 41,461 tons.

The figure for merchant vessels above 75 tons nett register decreased by 2,564,017.

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

1933	...	...	...	...	43,056,128 tons
1934	...	...	...	...	44,006,480 ,,
1935	...	...	...	...	44,959,859 ,,
1936	...	...	...	...	45,530,894 ,,
1937	...	...	...	...	47,709,291 ,,
1938	...	...	...	...	*45,145,274 ,,

B.—ROADS

The road systems of the various Settlements comprise a total of 1,058 miles of metalled roads, of which the Municipalities of Singapore, Penang and Malacca maintain 255 miles, the remainder, most of which is in Rural Board areas, being maintained by the Public Works Department. In addition, the Public Works Department maintains 162 miles of natural roads and hill paths.

The mileage in the various Settlements is given in the following table:—

Settlement		MUNICIPAL	GOVERNMENT AND RURAL BOARD ROADS			Total Road Mileage
		Roads and Streets	Metalled	Unmetalled and Natural	Total	
Singapore ..	..	166·94	150·16	5·45	155·61	322·55
Penang ..	..	69·83	89·03	33·98	123·01	192·84
P. Wellesley ..	..	..	178·68	69·05	247·73	247·73
Malacca ..	..	18·68	365·72	31·73	397·45	416·13
Labuan ..	..	..	19·78	21·35	41·13	41·13
TOTAL ..		255·45	803·37	161·56	†964·93	1,220·38

Expenditure.—Expenditure on the 929 miles entrusted to the Public Works Department falls under two heads, "Maintenance" and "Reconstruction", and totalled \$885,081.60 of which \$562,818.36 was for maintenance, and \$322,263.24 was for reconstruction. The average cost of maintenance was \$606 per mile.

Singapore Municipality spent \$154,872.90 on maintenance and \$31,020.31 on reconstruction making a total of \$185,893.21 for the year 1938 as compared with \$195,726.22 in the year 1937.

Penang and Malacca Municipalities spent \$138,218.65 and \$85,766.98 respectively as compared with \$127,065.78 and \$40,866.85 in the year 1937.

The most important road work started during the year was the reconstruction of the Changi Road from Bedok Corner to Tampenis Junction, a length of three miles. The carriage way will be finished with a semi-grouted granite surface which will be sufficiently rugose to reduce the chances of skidding to a minimum.

* Including one French Sloop entered and cleared tonnage unknown.

† Includes roads maintained by Government Departments other than P.W.D.

The following table which shows the number of cars, lorries and jinrickshaws licensed during 1938 shows a slight increase in the amount of motor transport but a decrease in the number of jinrickshaws.

Settlements	1937			1938		
	Cars	Lorries	Jinrickshaws	Cars	Lorries	Jinrickshaws
Singapore ..	9,382	2,753	4,634	10,170	2,864	4,598
Penang ..	2,708	589	2,489	2,444	586	2,378
Malacca ..	1,250	292	719	1,253	295	699
Total ..	13,340	3,634	7,842	13,867	3,745	7,675

Public transport is provided in Singapore by the Singapore Traction Company which operates a fleet of 108 trolley buses and 108 omnibuses on routes of a total length of 24.94 and 37.36 miles respectively. During the year 47,238,410 passengers were carried by the Company's vehicles.

In Penang public transport is provided by electrical tramcars and trolley buses operated by the Municipal Electrical Department over routes totalling 14.15 miles over which 13,125,042 passengers were carried during the year. The tramcars are gradually being replaced by trolley buses and a total length of only 1.62 miles of tramway track is now left in commission. The Penang Hill Railway, 1.25 miles in length, serves Penang Hill which is 2,250 feet above sea level. During 1938 it carried 138,521 passengers to and from the Hill, the total mileage run being 39,270.

C.—RAILWAYS

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

From Province Wellesley a 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 or buffet parlour cars and sleeping saloons, and an air conditioned coach is provided on the Day Mail trains between Kuala Lumpur and Prai. The journey of 488 miles takes approximately 19 hours actual running time, but is broken by intervals of from one to four hours at Kuala Lumpur, which is situated 246 miles from Singapore.

D.—AVIATION

Air Services.—Messrs. Wearnes Air Services operate a regular daily air service between Singapore, Kuala Lumpur, Ipoh (or Sitiawan) and Penang. The journey, including stops of 20 minutes at Kuala Lumpur and Ipoh is made in 3½ hours. This schedule has been regularly maintained.

Imperial Airways, Ltd. and Qantas Empire Airways provide a thrice-weekly service to England and Australia, the former Company operating between Singapore, Penang and Southampton and the latter between Singapore and Sydney.

The weekly service to Hong Kong, operated by Imperial Airways (Far East), Ltd., provides a connection at Bangkok between these services and the Hong Kong—San Francisco service of Pan American Airways.

The Royal Netherlands Airways (K.L.M.) maintain a thrice-weekly service between Amsterdam and Batavia, calling at Singapore and Penang en route.

The Royal Netherlands Indies Airways (K.N.I.L.M.) continue the service from Batavia to Sydney, Australia and operate a connecting service once weekly to Saigon *viâ* Singapore, as well as the local services throughout the Netherlands East Indies.

Aerodromes.—

Singapore.—This Airport, situated only two miles from the centre of the city, comprises a landing area 1,000 yards in diameter, suitable for use in all weathers. Immediately adjoining, there is an extensive and sheltered anchorage for seaplanes connected to the main alighting area by a protected channel demarcated at night by electric lights. Complete lighting equipment for night flying is available and all ancillary services including long and short wave and direction finding wireless equipment, and a fully staffed Meteorological Office, are provided.

Penang.—*Bayan Lepas* land aerodrome is used regularly by the Air Services to and from Europe in addition to the daily local service.

Full lighting equipment for night flying is available and a Meteorological Reporting Station is provided.

The landing area consists of two grass surfaced runways:—

N.E.—S.W.—950 yards long by 200 yards wide with an asphalt macadam runway 60 yards wide down the centre, provided with a turning area 133 yards wide at each end.

N.W.—S.E.—800 yards long by 200 yards wide.

Glugor marine aerodrome has been in service since the commencement of the Empire Air Mail Scheme, and Imperial Airways flying boats call there regularly on both outward and homeward runs.

Full facilities, including night landing equipment, are provided in the sheltered area 5,600 yards by 900 yards, which serves as the alighting area.

The aerodrome is in direct telephonic communication with Penang (Bayan Lepas) and with the main aircraft Wireless Station (Penaga) on the mainland.

General.—Aircraft may be chartered for long or short flights from Wearne's Air Services, Ltd. or from any of the four flying Clubs in Malaya.

The two subsidised Flying Clubs in the Straits Settlements continue to record satisfactory progress.

The Royal Singapore Flying Club now owns two Moth seaplanes and two Miles, one Hornet and five Moth Landplanes. The total hours flown by these aircraft exceeded 3,039 hours, and thirty-eight new members were trained on both land and sea planes during 1938.

The Penang Flying Club owns a fleet of three Moth landplanes and a B.A. Eagle. A total of 1,402 hours was flown by these machines and eight new members were trained during the past year.

The Malayan Air Pilot, prepared by the Department of Civil Aviation, was published during the year.

E.—POSTS, MONEY ORDERS, TELEGRAPHS, TELEPHONES AND WIRELESS

(i).—Posts

The introduction of the "All-up" Empire Air Mail Scheme, which was foreshadowed in the report for 1937, took effect from the 2nd March, and, from that date, all first-class mail matter (letters and postcards) exchanged between Malaya and countries then participating in the Scheme has been despatched by air as the normal means of transmission. The postage rates were fixed at eight cents per half ounce for letters and four cents for postcards.

The Scheme was further extended to include Australia and New Zealand in August and Hong Kong in September.

The heavy Christmas mails carried during the period of pressure strained the resources of the mail carrying organisation to the utmost and, as was perhaps inevitable, some delay occurred in the transit of mails. In view, however of the vastness of the undertaking, the results on the whole were not unsatisfactory.

A weekly air mail service between Singapore and Saigon by means of the Royal Netherlands Indies Airways (K.N.I.L.M.) was instituted on the 30th August.

The internal air mail service by Messrs. Wearne's Air Services, Limited continued to operate during the year and was maintained with regularity and punctuality. The total weight of air mails carried by this Service in December amounted to approximately 435 pounds as compared with 385 pounds during the corresponding period in 1937.

Ocean mail services to and from Great Britain were maintained in a satisfactory manner during the year, the average number of days taken in transit being 22.

In the Straits Settlements there were, at the end of the year, 45 post offices which performed full postal services and 13 postal agencies offering restricted facilities. In addition 79 stamp-vendors were licensed by the Department to sell stamps on its behalf. In addition there were 213 letter posting boxes for public use excluding those available at post offices and postal agencies.

(ii).—MONEY ORDERS

The value of money orders issued and paid during 1938 amounted to \$11,805,302 as compared with \$11,479,859 in 1937.

(iii).—TELEGRAPHS

The number of postal telegraph offices in the Straits Settlements is 44. Ten submarine cables radiating from Singapore are owned and operated by Messrs. Cable & Wireless, Limited.

The total number of telegrams sent and received in the course of the year was 771,250 as compared with 781,147 during the previous year. Actual cash revenue collected dropped from \$207,619 to \$204,141, but the value of the free services rendered by the Department in respect of Government and Aircraft service telegrams increased from \$21,983 in 1937 to \$63,692 in 1938. This increase is wholly attributable to the growth of aircraft traffic, the value of the free services rendered in this connection rising from \$21,647 in 1937 to \$63,423 in the year under review.

Telegraph Rates within the British Empire were unified on 25th April, 1938 by the introduction of a flat rate of 55 cents per ordinary word. Existing rates, however, which were lower than the revised charge remained unaltered.

Teleprinter working was introduced between Penang and Alor Star on 24th January, 1938 and between Penang and Taiping on 31st May, 1938.

Wireless working for the disposal of telegraph traffic to and from Trengganu was introduced between Singapore and Kuala Trengganu on the 1st October. Previously the traffic was transmitted by wireless telegraphy between Kuala Lumpur and Kuantan and by land line between Kuantan and Kemaman.

A direct regular wireless service was introduced on the 15th October between Penaga and Puket for the disposal of telegraph traffic for Puket, Takuapa and Bhanga.

(iv).—TELEPHONES

(a) Development

The year has been one of steady progress, the total number of installations at the end of the year being 2,128, a new record, about 9% above that of 1937.

The nett revenue derived from the operation of the telephone service during 1938 was \$473,354. This represents an increase of about 4·3% on the revenue for 1937. 60·5% of the revenue was due to subscriptions and miscellaneous charges and 39·5% to trunk fees.

(b) Types of Telephone Exchanges

The modern trend in technical development of telephone systems is towards the elimination of manual operation by the introduction of automatic apparatus. For the past few years the conversion of small “manual” exchanges to automatic working has been proceeding gradually and, at the present time, out of a total of 19 telephone exchanges in the Straits Settlements thirteen are either automatic or semi-automatic. In the final stage the layout will consist of a number of groups of automatic exchanges, communication within each group being automatic. For external traffic one manual exchange will be required for each group or combination of groups. This final stage has already been reached in Province Wellesley, where the three exchanges, Simpang Ampat, Nibong Tebal and Sungei Bakap obtain communication with each other by dialling, long distance calls being dealt with manually at Bukit Mertajam which is also accessible by dialling. This arrangement was introduced during the year.

(c) New Exchanges, Extensions and Conversions

During the year Klebang automatic exchange was opened near Malacca. Four manual exchanges were converted to full automatic working.

(d) Trunk and Junction Development

Owing to the general increase in traffic it was necessary to provide eleven additional junctions (short distance inter-exchange circuits) during the year.

(e) Radio Telephone Services

Further improvement in facilities was effected during the year by the extension of hours of service on the most important links (including that to Europe) from 19th April.

Revenue increased very considerably from \$13,112 in 1937 to \$31,090 in 1938. The Malayan share of this revenue was \$10,354.

Reductions of fees for calls during the Christmas season again attracted much additional traffic and the available time was almost fully booked.

(f) Overhead routes

A considerable amount of reconstruction of junction and subscribers routes was carried out, the more important works being done in Malacca.

(v).—WIRELESS

Wireless services have been operated as heretofore from stations in Singapore, Province Wellesley, Christmas Island and Labuan.

New short wave transmitters were installed at the Singapore station and at Penaga (Province Wellesley) to cope with the increasing use of short waves in the ships, fixed station, and aeronautical services. An additional medium wave transmitter was also installed at the Penaga station to provide for the increasing aircraft and aeronautical services.

The installation of a Marconi—Adcock direction finding station at Penaga was completed and facilities for direction finding are now available in the north and south of Malaya. During the year 767 bearings were given to aircraft. In addition 2,763 test bearings for practice purposes were given.

Broadcasting continued to be carried out by the British Malaya Broadcasting Corporation on Singapore Island using a medium wave transmitter operating on 225 metres. On the 19th July, 1938, the Corporation began to radiate simultaneously on short waves and at present are using a frequency of 9,690 kc/s.

Broadcasting in Penang was carried out by the Penang Wireless Society on a short wave transmitter using a wavelength of 6,080 kc/s.

The number of Broadcast Listening Station Licences in force at the end of the year was 7,102 as compared with 5,653 at the end of 1937. This represents an increase of 25·6 per cent.

The number of licensed wireless dealers at the end of the year was 100.

Reception of the British Official and Reuters Press was carried out at the Penaga Wireless Station from whence the press messages were distributed to various newspapers and agencies throughout the country. Owing to the increasing demand for Press messages it has been necessary to instal receiving apparatus at the Singapore station and this station will take its share of this work during 1939.

The inspection of wireless installations on merchant vessels for the purpose of issuing safety certificates under the Board of Trade regulations was carried out in Singapore where 56 vessels were inspected.

Epidemiologique messages for the League of Nations Far Eastern Bureau were received by the Penaga Station.

The number of Amateur transmitting licences in force at the end of the year was six.

One Second Class Certificate of Proficiency in Radio telegraphy for ships operators with full International validity was issued during the year.

CHAPTER XII

A.—PUBLIC WORKS

Public Works in the Straits Settlements are administered by the Director of Public Works, who is stationed in Singapore and is assisted by a Deputy Director and Head Office staff and a Government Architect and his staff. Work in each of the Settlements is controlled by a local head or Settlement Engineer who corresponds with, and takes his instructions from, Headquarters in Singapore in all matters of major importance. The approved establishment of the Department includes twenty-eight fully qualified European Engineers, six Architects, two Electrical Engineers, one Mechanical Engineer and two Quantity Surveyors.

During 1938 the total expenditure for Public Works in the Straits Settlements was \$7,737,008.37 compared with \$6,623,682.52 for the previous year. The details are shown in the following table:—

Head of Estimate	Expenditure	Settlement	Expenditure Extraordinary	Total Expenditure
	\$ c.		\$ c.	\$ c.
Personal Emoluments	574,094.25	Singapore ..	2,293,718.50	3,625,508.33
Other Charges ..	149,933.63	Penang	788,688.79	1,226,225.96
Public Works Annually Recurrent ..	2,104,617.42	Province Wellesley	584,273.78	715,556.97
		Malacca	238,640.61	465,090.77
Public Works Extraordinary ..	4,759,104.94	Labuan	26,613.54	47,987.27
Work for Other Departments ..	149,258.13	Public Works for Rural Boards, S.S.	827,169.72	1,656,639.07
Total ..	7,737,008.37	Total ..	4,759,104.94	7,737,008.37

Annually Recurrent Expenditure was as follows:—

	1937	1938
	\$ c.	\$ c.
Roads, Streets, Bridges and Canals ...	730,541 46	764,984 26
Buildings and Miscellaneous Works (including Sea and River Works) ...	1,260,483 27	1,339,633 16
	<u>1,991,024 73</u>	<u>2,104,617 42</u>

Expenditure under Public Works Extraordinary on reconstruction and special works under the heading Roads, Streets, Bridges and Canals was \$634,786.67 in addition to the maintenance expenditure. The maintenance of 929 miles of road outside the Municipal areas cost \$562,818.36 or \$606 per mile.

Buildings and Miscellaneous Works.—The Extraordinary Expenditure under this heading amounted to \$4,124,318.27. Important works completed during the year were the Civil Aerodrome, Singapore, and the Cherok To' Kun Dam, Province Wellesley.

The following works were in progress :—

SINGAPORE

Supreme Court.—The estimated cost is \$1,577,000. The expenditure during the year was \$661,270.69. Excellent progress was made during the year and the major part of the structural work was completed.

Beach Road Reclamation.—The estimated cost of this work which is being carried out in combination with dredging in the neighbourhood of the Seaplane Channel is \$988,900. The scheme which is now nearing completion will reclaim 47 acres of land along the sea front.

Geylang Reclamation.—This scheme, the object of which is to convert the area of pestilential swamps North East of Grove Road into land suitable for buildings, will require $2\frac{3}{4}$ million cubic yards of filling and is estimated to cost \$2,250,000. One million, four hundred and sixty-two thousand cubic yards of filling were placed during the year.

PENANG

Penang Rebuilding Scheme.—The whole scheme which includes new Police Headquarters, new Post Office and new Magistrates' Courts is estimated to cost \$2,500,000. A start was made during the year with the new Police Headquarters and the foundations were completed at a cost of \$300,000 approximately.

PROVINCE WELLESLEY

Extension of Water Supply.—The total estimated cost of the work is \$850,000. The Cherok To' Kun Dam was completed at a total cost of \$400,000. A contract, at a total cost of \$121,885, has been let for the filtration plant and the work is in hand.

Muda River Bridge.—The bridge is estimated to cost \$720,000. The total span is 896 feet, made up of a central span of 188 feet, two side spans of 133 feet, and a number of 50 foot approach spans. The main spans are carried on caissons sunk to a depth of 60 feet below normal water level. The contract has been let and the preliminary works are in hand.

MALACCA

The dredging of the Malacca River was continued and 106,588 cubic yards of dredgings were dumped in the Reclamation Area.

LABUAN

The new Meteorological Station was completed.

Waterworks.—The Municipalities of Singapore, Penang and Malacca control their own water supplies which are up-to-date and excellent. Water can be drunk from the tap as safely here as in the leading towns in England. The various installations in the rest of the Straits Settlements are controlled by the Public Works Department and were well maintained throughout the year.

Electric Light and Power.—In Singapore and Penang the Municipalities own and operate their own power stations. In Singapore an additional power station is owned by the Singapore Harbour Board. The Penang Municipality supplies current on contract for Butterworth and Bukit

Mertajam in Province Wellesley. In Malacca a private Company supplies electricity in the Municipal area. Outside these areas the Public Works Department maintains small supplies, maintains the electrical services in Government Buildings and carries out new installations. In Labuan a start was made with the new Electric Supply Station. The total expenditure of the Electrical Branch in 1938 on Recurrent and Extraordinary Services was \$159,352.

Sewage.—In Singapore and Penang the Municipal Sewage systems are being gradually extended. As the new sewers are made available Government Quarters and Buildings are connected up. Where no public sewers are available septic tank installations are used. The effluents of these are periodically analysed and give reasonably satisfactory results.

General.—At the beginning of the year the Public Works Department had 45 contracts in hand; 313 were entered into during the year and at the close of the year 77 were incomplete.

The annual estimates included 211 Special Service items of which 12 were deleted and to which 76 were added leaving a total of 275 to be carried out. Of these 191 were completed, 68 were started but remained unfinished, and no start was made on 16.

B.—DRAINAGE AND IRRIGATION

The Drainage and Irrigation Establishment consists of the Director, Drainage and Irrigation, Straits Settlements, with headquarters in Kuala Lumpur, two Drainage and Irrigation Engineers, one for the Settlement of Malacca and one for the Settlement of Penang and Province Wellesley and a subordinate staff of Technical Subordinates, Irrigation Inspectors and Overseers.

PENANG SETTLEMENT

About 34,500 acres are available for padi cultivation, of which 31,127 acres in Province Wellesley and 2,150 acres in Penang are included in irrigation acres gazetted under the Irrigation Areas Ordinance in 1935.

Province Wellesley.—The principal areas are:—

Northern District—

Penaga Area	...	...	...	8,368 acres
Sungei Dua Area	...	...	...	9,010 „

Central District—

Sungei Kulim Area	...	...	...	3,279 „
Kubang Semang Area	...	...	...	5,545 „
Juru Area	...	...	...	622 „

Southern District—

Tasek Junjong Area	...	...	...	403 „
Sungei Acheh Area	...	...	...	3,900 „

The following is a brief account of the work done during the year :—

Penaga Area.—The clearing of the Sungei Titi Serdang, begun in 1937, was completed early in the year and it was gated where it joins the Sungei Tembus.

Minor internal drains were also completed and the drainage system was in operation by the end of the year. Bunding of 2,000 feet of the Sungei Tembus was completed, and part of the Sungei Lahar Endin was deepened.

Sungei Dua Area.—The Sungei Alor Merah was deepened and regraded.

Sungei Kulim Area.—A scheme to irrigate 2,400 acres in this area, together with 2,100 acres in the Kubang Semang Area, was begun in 1937 when contracts were let for the construction of the headworks and the main canal.

The headworks, embodying three balanced steel radial gates, 19 feet long, and one mile of the main canal were completed early in 1938. The earthwork on a further $2\frac{3}{4}$ miles of main canal and one distributory canal, 60 chains long, was put in hand and completed by the irrigation season. Two syphons to carry the canal supply under the Sungei Bongkok Krian and Parit Indra Muda were completed in November and water was supplied as far as Permatang Pauh Road.

As the main canal and one distributory canal were completed as far as Bongkok Krian, it was possible to irrigate about 1,300 acres during the 1938–1939 season.

Kubang Semang Area.—A 36" pipe tidal control gate was installed on the Sungei Permatang Rawa.

Juru Area.—A new bund 1,000 feet long and a 24-inch pipe control gate were constructed on the northern boundary of this area along the Sungei Wak Pauh to improve the drainage of this end of the Juru area and to protect it from tidal inundation.

Tasek Junjong Area.—The irrigation scheme for this area was completed in 1936. In 1938 the old river bed between the two canals was filled in to reduce losses by seepage and the old watergate at the roadside was repaired.

Sungei Acheh Area.—This area has been irrigated from the Krian Irrigation Works since the Krian Irrigation Extension Scheme was completed in 1937. During the 1938 season a more even distribution throughout the area was achieved. The main canal banks were strengthened and two control gates at Sungei Tanjong Berembang and Sungei Udang were constructed.

Muda Bund.—In 1937 a scheme was prepared for strengthening the Muda Bund, which protects almost the whole of the Northern District from flooding from the Muda River. The estimated cost of the scheme is \$165,000. At the end of 1938 surveys for construction of the first section to the west of the Dusun Lada Road were in hand and a dragline excavator had been ordered.

Butterworth Drainage Scheme.—This scheme, designed to solve a serious rural anti-malarial problem by draining the swamp area and improving it for cultivation, was put in hand in 1937. The latter half of this \$51,000 scheme was completed during 1938 and the whole is now working successfully. Deep drains lined with concrete slabs drain this area into the Prai Estuary through a tide gate on the Sungei Nyor.

Tasek Glugor Malay Settlement Drainage Scheme.—In 1937 work was begun on a scheme, costing \$6,500, to drain 350 acres in the Malay Reservation at Tasek Glugor and was completed during 1938 by the construction of seven miles of deep earth drains.

Penang Island.—The area available for padi cultivation in the gazetted irrigation areas of Sungei Pinang, Sungei Burong and Pulau Betong is 2,150 acres. During 1938, 1,910 acres were planted, the remainder being newly reclaimed land at Sungei Rusa.

Sungei Pinang Area.—Work on the restoration of the channel of the Sungei Pinang, destroyed by flood in 1932, was continued and \$1,987 were spent. The newly reclaimed area on the coast was opened up during the year and 127 acres out of 260 were felled and partly cleared; 37 acres were planted and produced an excellent crop of padi.

Removal of Silt from Rivers.—Throughout the year sand was removed from the river beds with spade and shovel. 83 coolies were continuously employed and barely kept pace with the rate of silting. 53,000 cubic yards of silt were removed from seven miles of rivers and the sum of \$10,522 was spent.

The Hill Lands Ordinance, passed in 1937, was put into operation in 1938. It is designed to check the damage resulting from injudicious clearing of hill land and the consequent deposit of silt in streams and on the flat coastal areas.

MALACCA SETTLEMENT

During the 1937–38 season 32,754 acres were planted with padi in Malacca, giving a total yield of 12,605,432 gantangs, an average of 393 gantangs per acre. This compares favourably with the corresponding 1936–37 figures of 12,275,440 gantangs and 375 gantangs per acre respectively.

There are 6 areas (Parit China, Tanjong Minyak, Bachang, Chohong, Sungei Putat and Merlimau) gazetted under the Irrigation Areas Ordinance. These total 7,946 acres of land suitable for padi cultivation. Additional areas at Jasin and Duyong are being gazetted.

Malacca River Improvement Scheme.—Approximately eight miles of the upper reaches of the Malacca River are to be dredged between Sungei Malim (one mile above Batu Berendam Bridge) and Belimbing Railway Station at an estimated cost of \$200,000 spread over six years. The deterioration of the upper reaches of the river during the last half century can largely be attributed to the rapid development of the catchment for the cultivation of rubber with the result that much valuable padi land has gone out of cultivation and, without remedial measures, a further 3,000 acres would have been seriously threatened.

Commencing in 1935, a grab excavator has so far removed 350,000 cubic yards of material over a length of four and a quarter miles, and of this 150,000 cubic yards were removed during 1938. Benefit is particularly evident at Paya Rumpit, Krubong, Durian Tunggal and Belimbing where drainage has greatly improved, flooding has been reduced and land brought back into cultivation.

Jasin Irrigation Scheme.—This is a scheme to irrigate 1,750 acres of existing padi land in the valley of the Sungei Kesang between Kesang Tua and Chin Chin at an estimated cost of \$60,000. The original Malay brushwood dams, by arresting the travel of silt and promoting bank scour, caused serious interference with the regime of the river so that its capacity has become gradually reduced. Under the new scheme the control of water in the 16 mile long channel is effected by 41 controls, 41 offtakes and 25 syphons and culverts, all constructed in reinforced concrete. The earthwork in the

construction of the channel has almost all been carried out by local Malays. It is expected that the whole scheme will be completed and in operation for the next planting season.

Duyong Drainage Scheme.—Of the area of 4,191 acres covered by this scheme approximately half is swamp or abandoned padi land, which is now being reclaimed and which it is hoped will be brought into cultivation during the next few years. Of the remaining portion 600 acres are kampong land and 1,600 acres are already under padi cultivation. The scheme is estimated to cost \$82,500 and was begun in 1937. A dragline excavator travels along each bank of the river in turn building a bund with the spoil excavated from the river bed. During 1937 15,340 feet of such bund were constructed, and a further 26,358 feet during 1938. The Sungei Duyong has been gated by a dam which will serve the dual purpose of preventing the influx of sea-water during spring tides and also of impounding fresh water for irrigation purposes during the dry weather. This reinforced concrete dam is fitted with a 20' 0" span radial gate weighing 8½ tons and is counter-balanced so that it can be lifted 15 feet in five minutes by one man.

It is expected that the present scheme will be completed in June 1939. The work so far carried out has proved of considerable assistance in accelerating run-off after heavy rain, but the full benefit cannot be felt until the internal drainage has been improved. Provision has been made in the 1939 Estimates for some improvements to the internal drainage.

Durian Tunggal Bund.—Two hundred and three acres of padi land near the main road at Durian Tunggal suffered constant damage in the past from flooding and from sand deposited during times of flood. Bunds constructed by the planters met with repeated failure and in 1938 \$12,800 was voted for the construction of a bund, internal drains and drainage outlets. A bund 8,800 feet in length has been successfully completed by the local Malays under the direction of the Drainage and Irrigation Engineer.

Padang Sebang Irrigation Scheme.—The extensive padi lands in the valley of the Malacca River between Tampin and Gadek suffer severe damage from floods, which are caused by the deterioration of the river brought about by the construction of Malay brushwood dams and the rapid development of the catchment for the cultivation of rubber. During 1938 a concrete dam with a 15-foot span counter-poised gate was constructed at Tanjong Rimau for the irrigation of the area between Tanjong Rimau and Gadek. This, with the dam at Pulau Sebang reconstructed in 1933, provides irrigation for the whole of the Padang Sebang area of 450 acres.

Unemployment Relief Schemes.—Towards the end of the year, a sum of \$19,000 was specially voted for the relief of unemployment among Chinese in Malacca. The desilting of Sungei Ayer Hitam was put in hand and plans were also completed for the bunding of the Sungei Ayer Salak.

Surveys and Investigations.—Surveys were carried out for the preparation of detailed irrigation schemes for the valley of the Malacca River in the vicinity of Malaka Pindah, Belimbing, Durian Tunggal and Simpang Ampat. The question of a comprehensive scheme for the Kesang valley below its junction with the Chohong River was also under consideration in conjunction with the Government of Johore.

Rural Board.—A sum of \$6,741 was spent in the maintenance of rivers and canals from funds allocated by the Rural Board.

CHAPTER XIII

Justice, Police, Prisons and Reformatories

A.—JUSTICE

CONSTITUTION OF COURTS

STRAITS SETTLEMENTS

The Courts Ordinance (*Chapter 10*) provides for the following Courts for the administration of Civil and Criminal law :—

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

The Court of Criminal Appeal Ordinance (*Chapter 11*) provides for appeals from convictions had in trials at Assizes.

The Supreme Court is composed of the Chief Justice, one or more Judges of Appeal and three or more Puisne Judges. It is a Court of Record, and consists of :—

- (a) the High Court which exercises original criminal and civil jurisdiction, and appellate criminal and civil jurisdiction in cases tried in District and Police Courts; and
- (b) the Court of Appeal which exercises appellate civil jurisdiction in cases tried in the High Court.

An appeal lies from the Court of Appeal and the Court of Criminal Appeal to the Judicial Committee of the Privy Council.

Criminal trials at Assizes are held before a Judge sitting with a jury of seven persons.

A District Court, presided over by a District Judge and having both civil and criminal jurisdiction is constituted in each of the Settlements of Penang, Malacca and Labuan. There are two District Courts in the Settlement of Singapore, one for civil and the other for criminal cases. The District Judge, Penang also has jurisdiction as District Judge, Province Wellesley. The civil jurisdiction of a District Court is limited to suits involving not more than \$500 when a District Judge presides and \$100 when an Assistant District Judge presides.

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 criminal jurisdiction of the District Courts and Police Courts 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.

The Courts Ordinance also provides for the appointment of Justices of the Peace. Justices of the Peace are not Courts and have no power to try cases.

The Criminal Procedure of the Colony is governed by the Criminal Procedure Code while Civil Procedure is governed by Rules of Court made under the Courts Ordinance. Civil Procedure in District Courts is governed by certain portions of the Civil Procedure Code which was repealed by the Courts Ordinance with a proviso that the provisions of the said Code relating to proceedings in the District Courts shall continue to apply to such proceedings until superseded by District Court Rules which may be, but have not yet been, made under the Courts Ordinance.

B.—POLICE

(i).—ORGANISATION

The Straits Settlements Police Force is organized on a territorial basis. Each Settlement is in the 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 with the investigation of any crime that 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 for the uniformed branch of the Malay, Indian and Chinese Contingent and for all training schemes. 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, officers of the Attorney-General's department who are in immediate charge of the Police prosecuting staffs in the lower criminal courts. The Deputy Public Prosecutor at Singapore includes the Settlement of Malacca in his jurisdiction.

(ii).—CRIME

The increase in seizable offences recorded in 1937 was continued during 1938 and was even more pronounced. The number of admitted reports recorded in the Colony was 9,337, an increase of 2,559, or more than 38% over the figure for the previous year. This is the highest number recorded since 1932. Only slight increases were recorded in Penang and Malacca, but those for Singapore and Province Wellesley were 47% and 29% respectively.

Arrests were made in 3,453 cases and convictions obtained in 2,499 cases. There were 326 cases awaiting disposal at the end of the year.

Cases of murder decreased from 31 cases in 1937 to 11 cases in 1938. Cases of attempted murder decreased from 15 in 1937 to 11 in 1938.

Cases of robbery increased by 41 to 118, Singapore having an increase of 38.

Serious cases of causing hurt increased from 371 to 431, minor cases from 7,868 to 8,921.

Thefts in dwellings increased from 1,353 to 1,754 cases and simple thefts from 2,180 to 3,270. House-breakings increased from 766 to 952.

Cases of extortion decreased from 64 to 59.

Cases of criminal breach of trust decreased from 374 to 338.

Offences relating to the illicit possession of arms and explosives rose from 17 to 29.

Admitted reports of non-seizable offences were as under :—

		1937	1938
Singapore	...	74,147	86,597
Penang	...	21,110	25,873
Province Wellesley	...	5,810	5,931
Malacca	...	9,993	11,150
Labuan	...	61	98
Total	...	111,121	129,649

The great majority of these reports were recorded under the ordinances named below :—

		1937	1938
Chandu Revenue	...	3,522	3,035
Merchant Shipping	...	3,872	8,209
Municipal	...	42,169	49,021
Traction Engines and Motor Cars	...	7,987	10,843
Traffic Regulations	...	12,946	17,721
Minor Offences	...	19,741	16,102

Under the less prominent headings there was an increase from 69 to 132 under the Second Hand Dealers Ordinance, while there were decreases under the Common Gaming Houses Ordinance (653 to 557), Quarantine and Prevention of Disease Ordinance (545 to 344), Tobacco Duties (103 to 69) and the Weights and Measures Ordinance (687 to 413).

The total value of property lost as the result of criminal activities was \$543,908.60, 13.88 per cent. of which was the result of criminal breach of trust, compared with \$503,008.56 during the previous year. The value of property recovered by the Police was \$172,778.52.

During the year an increasingly large number of the officers and members of illegal secret societies were locally-born. These societies showed a tendency to take advantage of times of public tension.

The Hokkien and Teochiu societies were responsible for much intimidation, hurt and damage to property under the guise of enforcing a boycott on Japanese goods in Penang and Singapore. There were several affrays between gangs, but only five cases of serious hurt and no cases of murder.

There was a recrudescence of activity by Cantonese gangsters twice during the year at times when Police preventive resources were being severely taxed. A large number of the armed robberies in 1938 were traced to persons connected with Cantonese illegal secret societies or

gangs. There were six shooting affrays and three stabbing cases caused by inter-gang feuds. On two occasions the gangsters opened fire on the Police when challenged.

There were no outstanding cases during the year and counterfeiting was kept well in check.

A serious feature of crime committed during 1938 was the large number of youthful offenders concerned in serious cases, especially in illegal secret society and gang affairs. The fact that a very large percentage of these youthful offenders were of local birth and education constitutes a serious problem.

The steady rise in crime generally can be attributed in part to defective preventive legislation; this aspect of the problem is under the consideration of the Government.

C.—PRISONS

DESCRIPTION

There are six prisons in the Colony located as follows:—

Changi (convict prison)	} Singapore.
Outram Road (local prison)	
Penang.	
Malacca.	
Labuan.	
Christmas Island.	

The prison at Changi is a convict prison for the Colony; the other prisons are local.

POPULATION

The total daily average population of the prisons in 1938 was 1,200 as compared with 1,011 during 1937.

At the beginning of the year, there were 935 prisoners in the six prisons of the Colony. Admissions during the year numbered 16,743 as compared with 14,865 during 1937. On 31st December, 1938 there were 1,084 remaining in all the prisons after 16,582 discharges, six deaths, two suicides and four executions.

There were 66 vagrants in the Houses of Detention at the beginning of the year, and during the year 615 more were admitted. On the 31st December, 1938, after 584 had been discharged, 97 vagrants remained in custody.

HEALTH

The health of the prisoners was maintained in a satisfactory state throughout the year.

EMPLOYMENT OF PRISONERS

Short-sentence and Revenue-grade men are mainly employed at husk-beating and on fatigue duties. Long-sentence prisoners are employed in industrial labour such as printing, book-binding, tailoring, carpentry, washing, weaving, shoe-making or mat and basket-making. Cooks, orderlies, clerks and such are selected from among the upper-grade prisoners when possible.

REMISSION

Remission of sentence may be earned by good behaviour by prisoners sentenced to penal servitude, rigorous imprisonment or simple imprisonment for terms of three months and over.

JUVENILE OFFENDERS

Juvenile offenders are kept separate from adult prisoners so far as accommodation will permit and, under Section 290 of the Criminal Procedure Code, the Courts may, in their discretion, release on probation any offender convicted of trivial offences.

D.—REFORMATORIES

The Reformatory at Singapore is the only institution in Malaya specially organised for the reception of juvenile offenders. It is under the control of the Director of Education and is not in any way connected with the Prisons Administration. Juvenile offenders and destitute male children between the ages of seven and 16 are admitted. No boy is detained in it beyond the age of 18.

At the end of 1937 the inmates numbered 122. Forty-eight were released and 62 admitted during 1938. At the end of 1938 there were 136 inmates.

Of the 62 boys admitted during the year, 36 were from the Straits Settlements, 24 from the Federated Malay States, one from the Unfederated Malay States and one from Sarawak. There were 39 Chinese, six Malays and 17 Indians. Fifty-two were committed for criminal offences, including fraudulent possession of property, house-breaking, rioting, escaping from legal custody and theft, there being 36 cases of the last-mentioned offence. Of the remainder, one was committed for driving without a licence, five for vagrancy and four as being uncontrollable.

The conduct of the boys was excellent and their health was very good. They were employed as carpenters, tailors, grass-cutters, gardeners, dhobies, cooks, orderlies and house boys. They were taught Malay in Romanised script for two hours daily, with the exception of 17 who had their education in English. Muslim boys were given religious instruction. The chief forms of exercise insisted upon or indulged in were physical drill, football and boxing. The Scout Troop continued to make progress.

So far as was possible work was found on their release for boys who had no parents, relatives or friends to look after them, or arrangements were made for their adoption by respectable persons recommended by the Chinese Protectorate.

CHAPTER XIV

Legislation

Forty-four Ordinances were passed during the year 1938. Of these, two were Supply Ordinances, twenty-eight were Amending Ordinances and the rest were new Ordinances (one being a private Ordinance).

The following are the more important:—

- (1) The Rubber Regulation (Amendment) Ordinance amends Chapter 163 so as to give effect to the provisions of Article 12 of the International Rubber Regulation Agreement by making provision in the year 1938 for the issue of new planting rights in respect of the year 1939, and to give power to the Controller of Rubber, exercisable by application to a Court, to eradicate and destroy rubber plants which are self-sown.

- (2) The Conveyancing and Law of Property (Amendment) Ordinance, 1938 (No. 11 of 1938) amends Chapter 118 by making provisions for the deposit of office and true copies of powers of attorney in the Registry of the Supreme Court.

- (3) The Penal Code (Amendment) Ordinance amends Chapter 20. This Ordinance abolishes the minimum life sentence on conviction for unlawful return from banishment and substitutes imprisonment for a term not exceeding the original term of banishment.

It also abolishes the minimum sentences of seven years imprisonment provided in section 397 and 398 of the Penal Code.

It makes punishable acts of gross indecency between male persons which do not amount to an unnatural offence within the meaning of section 377 of the Penal Code.

- (4) The Courts (Amendment) Ordinance, 1938 (No. 16 of 1938) amends Chapter 10 by providing for the appointment of a Judge of Appeal and for his precedence among the other Judges.

It modifies the statutory qualifications and modes of appointment prescribed for the holders of the posts of District Judge and of Registrar, Supreme Court, Singapore, in consequence of the transfer of these posts to the Colonial Legal Service.

- (5) The Wills (Amendment) Ordinance, 1938, amends Chapter 53. This amendment adopts in the law of the Colony the provisions of section 177 of the Law of Property Act, 1925, by which wills expressed to be made in contemplation of a marriage shall not be revoked by the solemnization of the contemplated marriage.

It embodies several other provisions of the English Acts relating to wills of soldiers, sailors and airmen.

- (6) The Municipal Ordinance (Chapter 133) was amended twice. The principal amendments were:—

- (a) relating to payment of compensation for land acquired for back-lanes;
- (b) making the procedure for recovery of rates simple and elastic;
- (c) making the powers of recovery of an arrear of rates alternative or concurrent instead of successive;
- (d) assimilating the procedure for recovery of expenses more closely to that of recovery of rates and securing uniformity of remedies;
- (e) giving power to spend the Municipal Fund on aquariums, walks, recreation or pleasure grounds, and on trolley vehicle systems operating outside the Municipality;
- (f) housing of Municipal Staff;
- (g) removing certain doubts and anomalies regarding land taken for footways;
- (h) delegating the power of approval of building plans to the President instead of to the Commissioners;
- (i) giving greater elasticity to the application of loan money;
- (j) definition of Municipal Officer;
- (k) introducing new forms of Mandatory Orders.

- (7) The Merchant Shipping (Amendment) Ordinance, 1938, amends Chapter 150. The principal amendments were :—
- (a) amendments based on Part II of the Merchant Shipping (Safety and Load Line conventions) Acts, 1932;
 - (b) provisions for the Governor in Council to make rules as to the assignment, making and survey of load-lines on local ships;
 - (c) definition of “Sailing Ship” and “Native Sailing Ship”.
- (8) The Fees (Amendment) Ordinance, 1938, amends Chapter 226 so as to provide for the remission of fees in proper cases.
- (9) The Quarantine and Prevention of Disease (Amendment) Ordinance amends Chapter 186. This Ordinance enables the Port Health Officer to examine immigrants in order to detect and exclude those who are suffering from leprosy and other diseases specified in section 69 (2) of Chapter 186.
- (10) The Merchandise Marks (Amendment) Ordinance, 1938, amends Chapter 157 by making certain offences relating to infringement compoundable at the option of the complainant.
- (11) The Singapore Improvement (Amendment) Ordinance, 1938, amends Chapter 134.
- By this Ordinance the composition of the Board is increased to eleven : five ex-officio members, three unofficial members to be appointed by the Governor, two by the Municipal Commissioners, and one by the Rural Board.
- (12) The Volunteer Force (Amendment) Ordinance, 1938, amends Chapter 99. This Ordinance changes the designation of the classes of Volunteer service.
- The phrases “Auxiliary Service” and “Reserve of Officers” are replaced by “the Volunteer Reserve”. The object of this is to avoid confusion with the “Corps of Auxiliaries” which is in process of formation.
- (13) The Police Force (Amendment) Ordinance, 1938, amends Chapter 177. This Ordinance which is based on section 5 of the Volunteer Force Ordinance (Chapter 99) enables non-British Europeans to enrol in the volunteer police reserve.
- (14) The Pineapple Industry (Amendment) Ordinance, 1938, amends Chapter 166. This Ordinance implements an arrangement made by the members of the pineapple industry to introduce a scheme for the central marketing of pineapples.
- (15) The Local Forces (Increased Expenditure) Ordinance, 1938 (No. 2 of 1938). This Ordinance raises to \$600,000 per annum the limit of \$500,000 per annum imposed by the Contribution to Imperial Defence Ordinance (Chapter 169) upon expenditure in respect of local forces.
- (16) The Lighting Control Ordinance, 1938 (No. 4 of 1938). This Ordinance enables the Governor in Council to provide for a “black-out” in any specified area or place in the Colony for the purpose of experiment, manoeuvres, or in an emergency, and also relieves from liability any person obeying any order giving effect to the purposes of the Ordinance.

- (17) The Raffles College Ordinance, 1938 (No. 7 of 1938). This Ordinance repeals and re-enacts with considerable amendments the Raffles College Ordinance (Chapter 137) which was framed before the establishment of the College.

The principal changes made are:—

- (a) provision for the appointment of a Principal;
 - (b) provision for the appointment of a Secretary;
 - (c) provision for a Subordinate Staff Provident Fund.
- (18) The Road Traffic (Third-party Insurance) Ordinance, 1938. This Ordinance introduces compulsory third-party insurance, on the lines of the English law.
- (19) The United Kingdom Designs (Protection) Ordinance 1938 (No. 17 of 1938). This Ordinance confers upon the proprietor of a design registered in the United Kingdom the same rights in the Colony as he enjoys in the United Kingdom.
- (20) The Sedition Ordinance, 1938 (No. 18 of 1938) repeals the Seditious Publications Ordinance (Chapter 27) and section 124A of the Penal Code (Chapter 20) and re-enacts the law relating to sedition.

The common ingredient of all offences under the Ordinance is the “seditious intention”, the definition of which follows the principles of the corresponding English law.

- (21) The undesirable Publications Ordinance, 1938 (No. 19 of 1938) gives the Governor in Council power to prohibit the importation of any publication which he deems to be contrary to the public interest.
- (22) The Currency Ordinance, 1938 (No. 23 of 1938) repeals Chapter 219 and re-enacts the law relating to currency. This Ordinance authorises the constitution of a Currency Commission for the whole of Malaya in place of the present Currency Commission for the Straits Settlements.

The Colony and each of the Malay States, Federated and Unfederated, will by agreement make themselves jointly and severally liable for the solvency of the Currency Fund.

- (23) The Bodies Corporate (Joint Tenancy) Ordinance, 1938 (No. 35 of 1938). This Ordinance which is based on the Imperial Bodies Corporate (Joint Tenancy) Act, 1899, enables corporations to hold real or personal property in joint tenancy in the same manner as private individuals.
- (24) The Trade Marks Ordinance, 1938 (No. 38 of 1938). This Ordinance provides for the registration of Trade Marks in the Colony. The present Ordinance follows closely the English Consolidating Act of 1938, but provision is made by which proprietors of trade marks registered in the United Kingdom have six months before the provisions of Part III come into force in which to register their marks locally without opposition.

Provision is made to protect the interests of local proprietors of trade marks in cases where there has been no bona fide user of an United Kingdom trade mark which is identical or nearly identical with one which has been in use locally.

The registration of a trade mark is for a period of seven years and may be renewed for successive periods of fourteen years if application for such renewal is made in accordance with the provisions of the Ordinance.

- (25) The Poisons Ordinance, 1938 (No. 39 of 1938) repeals Chapter 195, and re-enacts the law relating to Poisons.

The Ordinance embodies such provisions of the Poisons and Pharmacy Acts of 1908 and 1933 as are considered suitable for legislation in the Colony, and thus ensures as far as possible uniformity with the English law.

- (26) The Naval Police Ordinance, 1938 (No. 44 of 1938). The Lords Commissioners of the Admiralty have established a police force to keep watch and ward and to maintain order in Admiralty Waters and in the Naval Base and other naval establishments in Singapore; the purpose of this Ordinance is to confer upon the officers and men of this force the necessary legislative authority.

In time of war or other emergency the force may be embodied in the armed forces of the Crown.

CHAPTER XV

A.—CURRENCY

Legislation to implement an agreement executed between the Governments of the Straits Settlements, the Federated Malay States of Perak, Selangor, Negri Sembilan and Pahang and of the Unfederated Malay States of Johore, Kedah, Kelantan, Trengganu, Perlis and Brunei for the establishment of a Currency Commission for Malaya was brought into force in the Colony on the 21st October, 1938. The adoption of this legislation marks the end, after a period of 40 years, of the system whereby the currency in circulation in Malaya was issued and backed solely by the Straits Settlements.

This change was the result of a report made by the late Sir BASIL BLACKETT in 1933 on the question of the establishment of a currency guaranteed by all the Malayan Governments who would also participate in the profits accruing therefrom. The Colony will thus in future derive less revenue from this source and this is the only aspect of the change that is of any real importance. The Malayan currency will continue to operate on precisely the same lines as the Straits Settlements currency has operated in the past.

Notes and coins will of course be Malayan notes and coins, but it will take some years before they will completely replace the present Colony issues which have been taken over by the New Currency Commission. The denominations of the new Malayan notes and coins, for which the designs have already been chosen, will remain as at present.

The history of the currency changes in Malaya from the first issue of notes in 1899 is contained in the Annual Report of the Currency Commissioners for 1938, and those interested in the various phases of it are recommended to a study of that document.

The currency in circulation at the end of 1938 consisted of \$105,300,469.75 in notes and \$17,205,534.97 in coins, (including nickel and copper coin); and bank notes issued by the Hongkong and Shanghai

Banking Corporation and the Chartered Bank of India, Australia and China were still in circulation to the value of \$134,985 compared with \$135,105 at the end of 1937.

At the beginning of 1938 the currency notes in circulation amounted in value to \$104,975,521.75. There was a slight demand by the public for currency during the year and the consequent expansion in the note issue amounted to \$255,400. Currency notes were also issued in exchange for coin during the period under review, the result over the whole year being that on the 31st December, 1938, the note circulation stood at \$105,300,469.75.

The position of the Currency Fund on the 31st December, 1938, was as follows :—

			\$	c.
Assets	...	...	...	...
			147,003,108.42	
Liabilities :—				
			\$	c.
Notes in circulation	...		105,300,469.75	
Silver coins in circulation	...		14,612,047.43	
			119,912,517.18	
Statutory Reserve of 10%	...		11,991,251.71	
Balance of amount due to Colony				
in respect of taking over				
subsidiary coin	...	...	1,251,716.38	
Sundry Creditors	...	...	17,512.63	
				133,172,997.90
Balance of assets over liabilities	...	...		13,830,110.52

B.—BANKING AND EXCHANGE

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

The Chartered Bank of India, Australia and China.

„ Hongkong and Shanghai Banking Corporation.

„ Mercantile Bank of India, Limited.

„ P. & O. Banking Corporation, Limited.

„ Eastern Bank, 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.

„ Oversea-Chinese Banking Corporation, Limited.

„ China and Southern Bank, Limited.

„ Kwong Lee Banking Company.

„ Lee Wah Bank, Limited.

„ United Chinese Bank, Limited.

„ Ban Hin Lee Bank, Limited.

„ Bank of China.

During the year under report the sterling demand rate (bank opening rates only) ranged between $2/4\frac{1}{8}$ and $2/3\frac{3}{4}$. The higher rate was obtainable in January.

POST OFFICE SAVINGS BANK

The number of depositors in the Savings Bank on the 31st December, was 53,483 as compared with 50,148 on the 31st December, 1937, an increase of 3,335. During the year 13,021 new accounts were opened while 9,686 accounts were closed.

The amount standing to the credit of the depositors on the 31st December was \$13,296,767 as compared with \$11,946,537 on the 31st December, 1937. The average amount to the credit of each depositor was \$238 and \$249 at the end of 1937 and 1938 respectively.

The book value of the investments held by the Savings Bank on the 31st December was \$14,956,733 and the market value of these investments according to the Stock Exchange quotations on the same date was \$14,468,866.

The number of depositors on 31st December, 1938, under the Fixed Deposit Scheme was 351 and the amount standing to their credit was \$278,810.

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 following are the principal local measures used with their English equivalents :—

The chupak	...	...	...	equals	1 quart.
The gantang	...	...	...	„	1 gallon.
The tahl	...	...	...	„	$1\frac{1}{3}$ 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 XVI

Public Finance and Taxation

The Revenue for the year 1938 amounted to \$69,955,265.02 which includes a sum of \$33,437,129.45 transferred from the Currency Guarantee Fund, leaving a balance of Revenue of \$36,518,135.57. This figure was \$1,272,531.43 less than the original estimate of \$37,790,667 and \$1,264,751.43 less than the revised estimate of \$37,782,887.

The Expenditure was \$40,698,115.37 being \$522,105.37 more than the original estimate.

The year's working resulted therefore in a deficit of \$4,179,979.80. In addition there was a depreciation of the Colony's Investments amounting to \$1,387,405.96.

(i).—REVENUE

The Revenue was \$32,606,881.60 more than that of 1937. Details are shewn in the following table:—

Heads of Revenue	1937	1938	Increase	Decrease
	\$ c.	\$ c.	\$ c.	\$ c.
1. Port, Harbour, Wharf and Light dues ..	2,404.10	2,410.96	6.86	..
2. Licences, Excise and Internal Revenue not otherwise classified ..	24,906,592.49	24,078,826.88	..	827,765.61
3. Fees of Court or Office, payments for Specific Services and Reimbursements-in-Aid ..	1,507,735.48	1,893,340.96	385,605.48	..
4. Post and Telegraphs ..	2,883,984.72	2,568,246.31	..	315,738.41
5. Rents on Government Property ..	1,839,994.60	1,842,809.56	2,814.96	..
6. Interest ..	5,088,187.66	5,172,507.23	84,319.57	..
7. Miscellaneous Receipts	975,456.40	34,225,944.91	33,250,488.51	..
Total exclusive of Land Sales and Grants-in-Aid ..	37,204,355.45	69,784,086.81	33,723,235.38	1,143,504.02
8. Land Sales and Premiums on Grants ..	143,856.54	167,214.00	23,357.46	..
9. Grants-in-Aid Colonial Development Fund ..	171.43	3,964.21	3,792.78	..
Total Revenue ..	37,348,383.42	69,955,265.02	33,750,385.62	1,143,504.02

The decrease under the heading "Licences, Excise and Internal Revenue not otherwise classified" was due to decreases under the following Sub-Heads:—

	\$ c.
Liquors	64,244 43
Opium Revenue	2,405,788 47
	<hr/>
	2,470,032 90

Against this there were increases under the following Sub-Heads:—

	\$ c.
Petroleum Revenue	194,409 14
Stamp Duties (Various Revenue Services)	3,009 29
Estate Duties	1,116,751 61
Tobacco Duties	210,736 44
Other Items	117,360 81
	<hr/>
	1,642,267 29

The increase in "Fees of Court, etc." is due mainly to a change in the method of accounting for receipts under the Sub-Heads "Quarantine and Port Health, Expenses, recoverable" and "Contribution by F.M.S. on account of Joint Services". Gross receipts, amounting to \$198,765.40, under the former sub-head as compared with the 1937 receipts of \$17,997 and similar receipts under the later sub-head amounting to \$146,013.16 as compared with the 1937 receipts of \$48,794 were brought to account as revenue.

The decrease under “Posts and Telegraphs” is mainly due to a decrease in the “Postal Receipts” as compared with 1937.

Under “Interest” additional interest was earned through the transfer from the Currency Guarantee Fund of the sum already mentioned.

Similarly the large increase under “Miscellaneous Receipts” is due to the transfer of this sum.

(ii).—EXPENDITURE

Particulars of Expenditure are set out below :—

Heads of Expenditure	1937	1938	Increase	Decrease
	\$ c.	\$ c.	\$ c.	\$ c.
1. Charge on account of the Public Debt ..	18,541 70	..	..	18,541 70
2. Pensions, Retired Allowances and Gratuities, etc.	2,410,378 16	2,561,049 85	150,671 69	..
3. Charitable Allowances	67,846 04	69,380 54	1,534 50	..
4. The Governor	119,622 10	124,047 46	4,425 36	..
5. Malayan Civil Service	481,758 63	431,101 75	..	50,656 88
6. Straits Settlements Civil Service ..	10,817 42	9,479 72	..	1,337 70
7. General Clerical Service	1,222,122 84	1,262,839 06	40,716 22	..
8. Colonial Secretary, Resident Councillors and Resident	120,899 59	139,674 22	18,774 63	..
9. Secretary to High Commissioner ..	11,142 60	12,678 99	1,536 39	..
10. Malayan Establishment Office .. ..	..	..	..	..
11. Agricultural Department	97,662 62	105,771 81	8,109 19	..
12. Analyst	64,349 60	82,280 85	17,931 25	..
13. Audit	110,757 30	104,654 81	..	6,102 49
14. Chinese Secretariat	67,667 38	68,870 57	1,203 19	..
15. Co-operative Societies	26,462 11	28,586 70	2,124 59	..
16. Drainage and Irrigation	255,825 55	35,118 73	..	220,706 82
16A. Drainage and Irrigation, Recurrent Expenditure .. ..	..	64,425 49	64,425 49	..
17. Drainage and Irrigation, Extraordinary ..	..	241,259 96	241,259 96	..
18. Education	2,234,495 56	2,514,670 48	280,174 92	..
19. Estate Duty Office .. ..	..	35,903 22	35,903 22	..
20. Excise Department	1,152,962 59	1,204,095 08	51,132 49	..
21. Fisheries	43,807 25	58,980 88	15,173 63	..
22. Forests	51,429 86	51,087 23	..	342 63
23. Gardens, Botanical	122,957 45	123,808 75	851 30	..
24. Immigration and Passports	82,528 06	97,689 94	15,161 88	..
25. Labour Department	22,227 06	47,728 93	25,501 87	..
26. Land and District Offices	238,847 61	260,343 28	21,495 67	..
27. Legal	432,835 58	536,781 65	103,946 07	..
28. Marine	508,947 80	481,372 47	..	27,575 33
29. Marine Surveys	62,054 94	76,226 90	14,171 96	..
30. Medical	421,691 77	441,504 38	19,812 61	..
31. Medical, Health Branch	570,984 18	739,858 17	168,873 99	..
32. Medical, Social Hygiene Branch	99,273 42	104,530 50	5,257 08	..
33. Medical, Hospitals and Dispensaries ..	2,425,559 13	2,783,601 00	358,041 87	..
34. Military Expenditure—				
I. Defence Contribution, Provided by law	4,000,000 00	4,000,000 00	..	..
II. Defence Contribution, Special .. ..	..	1,500,000 00	1,500,000 00	..
III. Local Forces	456,348 01	569,999 38	113,651 37	..
35. Miscellaneous Services	12,495,417 74	6,845,896 66	..	5,649,521 08
36. Museum and Library, Raffles	48,658 63	45,164 26	..	3,494 37
37. Police	2,896,544 35	3,093,356 51	196,812 16	..
38. Post Office	1,907,352 33	1,940,885 63	33,533 30	..
39. Printing Office	212,508 16	247,613 99	35,105 83	..
40. Prisons	450,475 43	526,707 14	76,231 71	..
41. Public Works, Department	702,470 75	993,188 99	290,718 24	..
42. Public Works, Recurrent Expenditure ..	1,234,128 80	1,275,139 56	41,010 76	..
43. Public Works, Extraordinary	3,304,249 92	3,939,405 44	635,155 52	..
44. Statistics	82,815 21	96,116 62	13,301 41	..
45. Survey Department	446,038 57	451,210 49	5,171 92	..
46. Transport	21,003 37	50,158 65	29,155 28	..
47. Treasury	144,226 12	121,398 05	..	22,828 07
48. Veterinary	77,169 79	98,777 54	21,607 75	..
49. Grants-in-Aid Colonial Development Fund	2,618 52	3,693 09	1,074 57	..
TOTAL ..	42,038,481 60	40,698,115 37	4,660,740 84	6,001,107 07

There was no contribution to the Sinking Fund in 1938 under “Charge on account of the Public Debt”. This charge is met entirely by the Singapore and Penang Harbour Boards as explained later in this chapter.

“Pensions, Retired Allowances, Gratuities, etc.” showed an increase as usual which is likely to continue for some years to come.

The decrease under “Malayan Civil Service” is due to the transfer of certain posts to the Colonial Legal Service, the removal from the cadre of the post of Registrar, Supreme Court, Penang, and the deletion of the post of Assistant Secretary to the High Commissioner.

The increase under “General Clerical Service” is due to normal increments and twenty-three new appointments.

The increase under “Analyst” is due to seven new appointments, normal increments of salaries, an increase in “Fees to Analyst” and an increase in the Other Charges Special Expenditure Votes.

Under “Drainage and Irrigation” Other Charges, Annually Recurrent and Special Expenditure were shewn under separate heads in the 1938 Estimates as “Drainage and Irrigation, Recurrent Expenditure and Extraordinary”. The activities of this Department continue to expand and considerable expenditure took place on new works which in turn gives rise to increased maintenance expenditure.

Under “Education” increments, the filling of vacancies and increases in Grants-in-aid accounted for the larger expenditure.

The “Estate Duty Office” was shewn as a separate Department in 1938. In the 1937 Estimates it appeared under the Treasury.

The increase under “Excise Department” is due to a revision of the Salary Scheme of the Senior Customs Officers and Customs Officers, additional appointments of Revenue Officers, normal increments and an increase in the Other Charges, Annually Recurrent and Special Expenditure Votes.

Under “Fisheries” a new appointment of Assistant Director of Fisheries, Straits Settlements was created and a Fisheries School was inaugurated at Tanah Merah, Singapore. These are responsible for the increased expenditure.

Under “Labour” heavier expenditure was incurred in repatriation in 1938 with the decline in the prosperity of the tin and rubber industries.

Under “Legal” increased expenditure was incurred on account of two additional Relief Magistrates Courts and one Traffic Court in Singapore. Considerable arrears in the work of the ordinary Courts had accumulated and it was necessary to take immediate steps to remedy the situation.

Under “Marine” there was less Special Expenditure in 1938 as compared with 1937.

During the year a separate branch to deal with the Inspection of Machinery was formed under the control of the Marine Surveys Department and this accounts for the increase under that head.

The increase under Medical “General” is due to five new appointments, normal increments of salaries and increased expenditure in the Other Charges Annually Recurrent Votes.

The increase under Medical “Health Branch” is due to eighteen new appointments, normal increments of salaries, increased expenditure in connection with Quarantine Stations, S. and P. and Special Expenditure Vote.

The increase under Medical “Social Hygiene” is mainly due to increased expenditure under the Vote “Medical and Surgical Appliances.”

The increase under Medical “Hospitals and Dispensaries” is due to an increase of staff, changes in the holders of appointments, normal increments of salaries and contributions to the Hospital Boards.

The statutory limit of expenditure on the "Local Forces" was raised in 1938 to \$600,000 from \$500,000 and increased expenditure was incurred in respect of all three branches—Military, Royal Naval Volunteer Reserve and the Volunteer Air Force.

By resolution of the Unofficial Members of Legislative Council passed in Council on 31st October, 1938, a special contribution of \$10 millions towards the cost of Imperial Defence is to be made over the five years period commencing from 1st April, 1938 payable at the rate of \$2 millions a year. The expenditure incurred for 1938 on this account was \$1,500,000 representing the contribution in respect of the period of nine months.

Under "Miscellaneous Services" several large payments of a special nature were made in 1937 hence the decrease in 1938.

Under "Police" a revision of the salaries of European Inspectors took place and there was also a considerable increase in Special Expenditure Votes.

The increase under "Post Office" is due to the transfer of the Divisional Engineer's office from Seremban to Singapore, the retrospective promotions of the clerical staff with effect from 1st January, 1937 as the result of a revision of the scheme and the payment of corresponding arrears in 1938, the granting of normal increments of salaries, promotions of the Clerical and Technical Staffs and to certain additional appointment authorised by Government.

The increase under "Printing Office" is mainly due to extensions to the Votes "Purchase of Paper and Requisites" and "Extra Labour".

The increase under "Prisons" is mainly due to the introduction of new salary scales for European Warders and Sub-warders during 1938 with retrospective effect from 1st January, 1937.

The increase under "Public Works Department" is due to two additional appointments of Assistant Architects, one Quantity Surveyor and one new appointment of Settlement Engineer for Singapore, also an increase in Other Charges, Annually Recurrent Expenditure and the management of the Civil Airport Expenditure.

The increase under "Public Works Recurrent Expenditure" is due to the maintenance of buildings which have reverted to Government on expiration of a 99 years lease and arrears in Current Repairs (General).

The increase under "Public Works Extraordinary" is due to expenditure on the following major works:—

- Geylang Reclamation
- Beach Road Reclamation
- New Supreme Court
- New Analyst's Laboratory
- Monk's Hill English School
- Penang Rebuilding Scheme and
- Extension of the water supply in Province Wellesley.

As regards "Transport" the transport votes of certain Departments were reduced and a corresponding increase in the "Transport" vote was made in order to provide a closer check on such expenditure. Provision of a new item, "Passages" for officers not on the Malayan Establishment, was also made.

As already mentioned the Estate Duty office was separated from the Treasury, and was shewn as a separate Department in the 1938 Estimates. This accounts for the decrease under the head "Treasury".

Under "Veterinary" considerable Special Expenditure was incurred in the suppression and control of the Outbreak of Rabies in Singapore, and a new appointment of a full-time Veterinary Officer for Malacca was provided.

(iii)—ASSETS AND

The Assets and Liabilities of the Colony on the 31st December, 1938

	\$	c.	\$	c.
<i>Liabilities</i>				
Deposits:—				
Courts	1,796,922.75			
Bankruptcy	843,584.28			
Mercantile Marine Fund	758,015.88			
Police Reward Fund	4,072.39			
Companies Liquidation Account	187,982.69			
Public Officers' Guarantee Fund	97,145.83			
Miscellaneous Singapore (including Labuan and Christmas Island)	9,692,822.80			
Miscellaneous Penang and Districts	516,188.37			
Miscellaneous Malacca and Districts	203,232.43			
F.M.S. Agency	61,602.84			
			14,161,570.26	
Deposits by Insurance Companies, etc. as per contra .. .. .	..		3,550,000.00	
Drafts and Remittances .. .. .	..		38,720.08	
Opium Revenue Replacement Reserve Fund .. .. .	..		57,097,722.46	
General Revenue Balance:—				
	\$	c.		
Balance as on 30th November, 1938	98,708,572.71			
Revenue for December, 1938	3,733,400.13			
	102,441,972.84			
Expenditure for December, 1938	6,298,034.64			
	96,143,938.20			
Less, Depreciation of Investments				
1938	1,387,405.96			
Balance 31st December, 1938	94,756,532.24		94,756,532.24	
Total .. .. .	..		169,604,545.04	

The General Revenue Balance on 31st December, 1938, amounted to \$94,756,532.24 of which approximately \$75.6 millions were liquid. Against this, commitments on loans already approved to public bodies in the Colony and to other Administrations amounted to \$4,467,631.00 and contingent liabilities to public bodies amounted to \$4,714,053.00. In addition the estimated deficit on the Budget for 1939 amounting to \$5,141,654.00 and further commitments amounting to \$11,036,850.00 have to be met. The total commitments and contingent liabilities on 1st January, 1939, against the General Revenue Balance thus amounted to \$25,360,188.00.

LIABILITIES

were as follows :—

				\$	c.	\$	c.
Assets							
Cash:—				\$	c.		
Cash in Treasuries				310,375.68			
Cash in Banks				3,551,858.27			
Cash with Crown Agents				3,781.11			
						3,866,015.06	
Cash in Transit	..	..	..			8,562.03	
Joint Colonial Fund (Crown Agents)			..			36,351,428.57	
Fixed Deposits (Colony)	..	..	..			4,101,000.00	
							44,327,005.66
Suspense Account Miscellaneous	..	..	..			..	7,519,115.63
Investments held on behalf of Insurance Cos., etc. as per contra	..	..	..			..	3,550,000.00
Investments (Surplus Funds):—							
Sterling Securities	..	..	..			34,774,721.88	
Dollar and Rupee Securities	..	..	..			622,560.76	
							35,397,282.64
Investments (Specific Funds):—							
Court	..	..	..			808,339.56	
Bankruptcy	..	..	..			795,452.83	
Mercantile Marine Fund	..	..	..			707,263.34	
Public Officers' Guarantee Fund	..	..	..			93,994.25	
Miscellaneous	..	..	..			154,247.33	
							2,559,297.31
Investments Opium Revenue Replacement Reserve Fund	..	..	..			..	57,097,722.46
Advances							
Boards:—							
Rural	..	..	..			8,315.87	
Education	..	..	..			9,500.54	
Hospital	..	..	..			2,147.56	
Building Loans	..	..	..			355,676.16	
Other Governments	..	..	..			181,008.19	
Postal Stores	..	..	..			300,000.00	
Miscellaneous	..	..	..			1,740,085.21	
							2,596,733.53
Imprests	..	..	..			..	4,091.86
Loans:—				\$	c.		
Municipality, Singapore				73,418.05			
Municipality, Malacca				367,338.30			
						440,756.35	
Union Jack Club	..	..	..			25,000.00	
Kelantan Government	..	..	..			4,795,683.98	
Trengganu Government	..	..	..			2,860,000.00	
Singapore Harbour Board	..	..	..			6,113,531.00	
Penang Harbour Board	..	..	..			2,064,465.07	
Mohamedan and Hindu Endowment Board, Penang	..	..	..			49,400.00	
Tanglin School at Cameron Highlands	..	..	..			9,700.00	
Penang Sports Club	..	..	..			62,586.03	
S.S. War Service Land Grants Scheme	..	..	..			63,173.52	
Perlis Government	..	..	..			50,000.00	
St. Nicholas Home, Penang	..	..	..			12,000.00	
Chong Cheng School, Singapore	..	..	..			7,000.00	
							16,553,295.95
Total				..			169,604,545.04

(iv).—PUBLIC DEBT

The Straits Settlements 3% Loan 1962-1972 amounting to \$30,000,000 was issued on the 15th October, 1936.

This issue was over-subscribed to the extent of over \$1 million. The total cost of the issue including brokerage, management and redemption amounted to \$75,000, *i.e.* $\frac{1}{4}$ of one per cent. The loan is being managed by the Chartered Bank of India, Australia and China.

This loan was allocated entirely to the Singapore and Penang Harbour Boards which bear all charges for Interest and Sinking Fund.

There is no public debt on purely Government account.

(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 Government opium monopoly. The other main items are Stamp Duties, Estate Duties and Pawn-brokers' 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 1938 was \$24,078,826.88 forming the greater portion of the Colony's Revenue and the yields under the principal items were as follows :—

			\$	c.
Liquor Duties	...	...	3,703,697	28
Opium Revenue	...	...	6,433,600	66
Pawnbrokers' Licences	...	...	725,086	00
Petroleum Revenue	...	...	3,812,490	07
Stamp Duties (Various Revenue Services)			1,170,318	31
Estate Duties	...	...	2,198,115	16
Tobacco Duties	...	...	5,040,111	91

The only fiscal measure approximating to a customs tariff is the imposition of duties on Liquors, Tobacco and Petroleum imported and consumed in the Colony. Excise revenue is composed 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 a similar brand. The only liquors manufactured locally which are subject to this duty are samsu and beer. In addition the Government itself controls most of the manufacture and sale of toddy, but the revenue is unimportant.

Stamp duties are imposed on all documents required to be stamped under the provisions 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	...	\$1.50 for every \$200 or part thereof.
Mortgage	...	\$1.00 for every \$500 or part thereof.
Receipt	...	4 cents.

The Stamp Ordinance also provides for the imposition of a duty on bets and sweepstakes and the amounts collected in 1938 under this head in Singapore and Penang were \$313,889.50 and \$148,869.63 respectively.

CHAPTER XVII

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 many of the other settlers, 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 immigrant Chinese population 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%.

Nine-tenths of the Indian population are Southern Indians practically all of whom speak one or other of the Dravidian languages, Tamil, Telugu or Malayalam. Of these the vast majority (over 90% speak Tamil).

The rest of the Indian population consists mainly of Northern Indians, whose principal languages are Punjabi, Pushtu and Hindustani. There are also a few hundred natives of the Bombay Presidency, who speak Gujerati and Mahrati, and a negligible number of people speaking Burmese, Nepalese and Uriya.

The great majority of Indians in Malaya quickly pick up a smattering of "Bazaar Malay" and there are few experienced labourers in well settled districts who cannot carry on a simple conversation in that jargon.

B.—LAND TENURE

Singapore.—Land in Singapore is held direct from the Crown either by lease or grant. The earliest of the existing titles are the leases for the term of nine hundred and ninety-nine years issued for land in the town soon after the founding of Singapore.

The first lease issued for a period of ninety-nine years, for land in the town, dates back to 1838.

From 1845 onwards a large number of grants in fee simple was issued for land outside the limits of the town, though for town lands the issue of leases for ninety-nine years still continued. 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 acquired for agricultural purposes.

After the transfer of the Settlements to the control of the Colonial Office in 1867 the titles issued for land both in town and country were leases for terms of 99 or 999 years, but Ordinance No. 11 of 1886, now the Crown Lands Ordinance (*Chapter 113*), introduced a statutory form of Crown Title, the present Statutory Land Grant, which is a grant in perpetuity subject to a quit-rent and to various implied conditions and covenants which before the passing of the Ordinance had to be expressly provided for in the document of title itself. This Statutory Grant became then, and until recently continued to be, the usual form of title issued, but the present policy is to restrict the issue of grants in perpetuity, substituting as far as possible leases for terms not exceeding ninety-nine years.

Penang.—The earliest titles to land in Penang and Province Wellesley derive from the East India Co., later titles from the Crown under Grant in fee simple, Statutory Grant or lease. The conditions of tenure vary according to the policy of the Government at the time the documents were issued. Unoccupied Crown Land is now ordinarily 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 mostly held under Crown leases for 99 years, but there are a few leases for 999 years and a few Statutory Grants. Alienated land in the country is generally held under Statutory Grants or leases from the Crown for 99 years, but small holdings owned by Malays are held under Customary tenure as defined by the Malacca Lands Customary Rights Ordinance (*Chapter 125*). There is a small number of grants in fee simple both in town and country areas.

Labuan.—Land in Labuan is held in accordance with the provisions of the Labuan Ordinance (*Chapter 6*) and is alienated ordinarily by public auction. Some titles are in fee simple, but the majority are leases, for the term of 999 years or less. Since 1919 leases for not more than 30 years have been granted.

Throughout the Colony.—Temporary occupation of Crown Land is possible under licence for periods not exceeding a year at a time, and similar licences, as well as leases, may be issued for foreshore and sea-bed under the provisions of the Foreshores Ordinance (*Chapter 122*).

General.—In recent years there has been a growing demand for the introduction of Registration of Titles. During the year steps were taken to give effect to such a policy and a small Committee was appointed, and is now sitting, to formulate the legislation necessary to carry it out.

C.—CO-OPERATION

The year 1938 was a difficult one in rural areas owing to the fall in prices of agricultural products and the increased restriction on the out-put of rubber. For the first time for six years the amount of overdue loans in rural credit societies increased. In spite of adverse conditions the turn-over of rural societies was greater than in any year since the

break in prices in 1930. Societies whose members owned rubber holdings made some progress and much of the borrowing was for the purpose of buying rubber land. Members who were dependent on coconuts were fortunate if they could maintain their position without mortgaging their future.

Indian labourers, too, felt the effects of the reduction in the out-put of rubber. Wages were reduced in May and many members of societies returned to India. Total membership fell for the first time since 1930, but total savings reached a new high record. Generally speaking the reduction in wages did not affect the amount each member saved each month.

The record of the societies amongst salary earners was satisfactory. There was a small increase in membership while the paid-up capital passed the \$2 millions mark for the first time. At the same time there was an increase in the withdrawable deposits made by members in their societies. Altogether, with a few exceptions Co-operative Societies in the Straits Settlements weathered 1938 reasonably well, and are in a good condition to take advantage of any future improvement in prices.

Singapore.—There was no change in the number of societies for salary earners in Singapore which remained at 23. Membership increased from 7,491 to 7,833. Subscription Capital rose from \$1,065,000 to \$1,154,500 and investments in trustee securities from \$895,719 to \$961,800.

Societies for Indian Labourers showed a slight decrease in membership, from 2,450 to 2,384, the number of societies remaining unchanged at 13. Subscription Capital increased from \$101,954 to \$112,101 and investments in trustee securities from \$89,184 to \$108,337.

Malacca.—The figures in connection with the Rural Societies are not very encouraging. The nine societies had a membership of 288 as against 308 and Share Capital of \$8,428 as compared with \$8,581 at the end of 1937. There was a slight reduction in the number of members of the four societies for salary earners from 1,279 to 1,268, though the Subscription Capital increased from \$250,000 to \$268,600. Investments in trustee securities rose from \$212,500 to \$238,200.

Membership of the 37 societies for Indian Labourers decreased by 657 from 6,741 to 6,084. On the other hand savings as denoted by Subscription Capital rose from \$160,258 to \$198,804. The investments of these societies rose from \$157,756 to \$196,091.

Penang and Province Wellesley.—Two new Rural Credit Societies were registered during the year bringing the total number to seven with 185 members and Share Capital of \$4,019 as compared with five societies with 124 members and Share Capital of \$3,883 at the end of 1937.

There was a slight decrease in the membership of the 10 societies for salary earners which fell from 3,744 to 3,713. Subscription Capital and investments both increased from \$598,700 and \$459,700 to \$624,600 and \$551,700 respectively.

The number of societies for Indian Labourers increased by one from 20 to 21 with a membership of 3,269 and Subscription Capital of \$120,482 as compared with 3,701 and 93,879 at the end of 1937. Investments amounting to \$106,875 were held by these societies.

D.—MUSEUM AND GARDENS

The Raffles Museum and Library was an integral part of the Singapore Institution (later called the Raffles Institution) in 1823. In 1844 the Singapore Library, a proprietary concern, was established and in connection with this a museum was formed in 1849. The Government took over the Department, thenceforth called the Raffles Museum and Library, in 1874.

The estimated number of visitors to the Museum showed little variation, and remained at about 250,000. The revenue from public subscriptions to the library was \$15,602.50, and the number of books issued was 216,864.

An important event in the scientific life of the Colony was the "Third Congress of Prehistorians of the Far East" held in the museum 24th—30th January. Thirty delegates included official representatives of the Governments of Hongkong, the Netherlands Indies, French Indo-China, the Philippine Islands and various Malay States, institutional representatives of Dutch, Australian and Malayan scientific societies and institutions, and some associate members. The social side of the Congress culminated in a banquet in the old Dutch Stadt House in Malacca by kind invitation of the Malacca Historical Society.

An innovation was the establishment of a departmental provident fund for the members of the locally engaged staff. Although in certain cases provision had been made for a retiring allowance or a gratuity, no systematic scheme for the provision of payments on superannuation, resignation, retirement, discharge or death was hitherto in existence. It should be noted that members of the locally engaged staff are employés of the Departmental Committee and paid from a Government grant.

During the year a new post with the title of "Archivist" was created. The appointment was filled by a Chinese graduate of Raffles College, in itself an event of much significance. The duties of the post are to trace, record and preserve historical and Colonial records and to perform research and routine work of an allied nature.

The Carnegie Corporation of New York made a further appropriation of money (\$13,602.55 Straits currency) to the Raffles Museum for a three-year period of prehistoric research in the Malay States. The first appropriation took place at the end of 1934. It is gratifying to record that almost as soon as field-work restarted the museum expedition made a very important discovery of a palæolithic culture in Upper Perak. A major excavation of some high-level river gravel underlying a deposit of volcanic ash revealed quantities of crude stone artefacts that point to a very ancient and primitive type of humanity that existed probably more than 100,000 years ago. The generosity of the Trustees of the Carnegie Corporation is much appreciated.

The "Friends of Singapore", a local society of altruistic aims, presented to the museum a beautiful series of water colours, prints, letters and documents relating to the Colony and to Sir STAMFORD RAFFLES, the founder of Singapore.

The Botanic Gardens, Singapore were founded in 1858 by a private society and taken over by the Government in 1874. In 1879 the Economic Garden was added, and served as the only official agricultural station in Malaya for nearly 30 years, before the establishment of the Department of

Agriculture. Through this garden many useful plants, including Para rubber, were introduced to local cultivation from other parts of the tropics. In 1884 the Waterfall Gardens at Penang were established, and in the same year the administration of the forests of the Colony was added to the duties of the Gardens Department. Later with the establishment of the departments of Forestry and Agriculture, the scope of the Gardens Department became restricted to the botanical study of the Malayan flora, and the less economic aspects of horticulture. In addition to the two public gardens at Singapore and Penang, the Department has charge of Government House Domain, Singapore, and at Penang the gardens at the Residency, Bel Retiro, the Crag Hotel and other hill bungalows. In both Singapore and Penang the Department advises the Municipal Commissioners on questions concerning the maintenance of roadside trees and public parks.

The Botanic Gardens at Singapore and the Waterfall Gardens at Penang provide in each case a public park laid out in landscape, and a large named collection of living plants. Special attention is given to displays of named ornamental plants, both local and introduced, which are suitable for general use in gardens, thus providing a practical demonstration to the local public interested in gardening. Many useful tropical plants, and local plants of special interest are also represented. New introductions of plants from other countries, and from the jungles of Malaya, are constantly made for purposes of trial. During the past few years a considerable number of hybrid orchid seedlings have been raised. During the latter part of 1938 several of these flowered for the first time, including some fine *Dendrobiums* and also two hybrids between the genera *Vanda* and *Arachnis*. Particular attention was also given to the genus *Bougainvillea* which provides such a wealth of colour in tropical gardens, and a number of new varieties were introduced. Several articles on horticultural subjects were published by members of the staff during the year.

The maintenance of three forest areas in the island of Singapore as nature reserves has been continued, and the boundaries of the areas surveyed. In the Bukit Timah reserve new paths have been made for greater convenience of patrolling, and also to give easy access to parts of the forest not usually seen by visitors. The collection of tree specimens has been continued regularly, and by this means much information of botanical value has been obtained and recorded. A number of additional trees have been named and provided with aluminium labels.

The two principal expeditions for the collection of botanical material outside Singapore were to Kedah and Sarawak. The latter expedition was undertaken in collaboration with the Forest Research Institute, and resulted in the addition of valuable material to the Singapore herbarium. Herbarium work on the systematics of Malayan plants continued, having as principal objects the stabilization of the names of some common trees, and the study of the important genus *Eugenia*, and of certain groups of palms. A series of papers, embodying some of the results of this work, were published in the Gardens Bulletin.

By arrangement with the Education Department, members of the Gardens staff have continued to hold classes on Malayan plant life for local teachers.

The Gardens Department of this Colony is unique in that for the purpose of collecting specimens from tall trees and other plants which are inaccessible by the ordinary methods of botanical collection, it employs two Běrok-monkeys, of the species *Macaca nemestrina*. These monkeys

were purchased in Kelantan in October, 1937 after an experiment by the Assistant Director of Gardens had proved satisfactorily that the B  rok could be made into an efficient collector, if properly trained. It is believed that this is the first occasion in which botanists have enlisted the natural talent of wild monkeys for their particular science. The success of the venture was proved during the year 1938 by the constant employment of the two monkeys now possessed by the Botanical Gardens. One or other of the two, which are called Jambul and Puteh, were used almost daily for the collection of tree-specimens in Singapore and Johore. Apart from a large amount of flowering and fruiting material of general interest, they obtained many new records and several new species of trees from localities the flora of which had been considered well-known.

E.—EVENTS OF THE YEAR

The construction of the Naval Base is, in the words of the telegram sent by His Majesty the KING on the occasion of the opening of the KING GEORGE VI Dock, a symbol of the Empire's powerful resolve for peace. The opening ceremony was performed by His Excellency the Governor on the 14th February and its Imperial significance was marked by the presence of many distinguished representatives. The American light cruisers "Trenton", "Milwaukee" and "Memphis", under the command of Rear Admiral Julius C. Townsend, were present. The occasion was to the people of the Colony the outstanding event of 1938 and served as a striking reminder of the increasing importance of Singapore within the framework of the Empire.

Events in China must naturally have repercussions in a Colony where so large a proportion of the inhabitants consists of Chinese immigrants. The hope that no violence would result, which was fostered by the calm and peaceful attitude of the Chinese population during the first six months of the Sino-Japanese conflict, was rudely shattered in January when rioting took place in Singapore, and again in July when a most serious outbreak occurred in Penang. These disturbances were the work of agitators whose motives were not entirely prompted by patriotic fervour, and it was necessary for the Government on two occasions to administer stern rebukes to the alien elements in its population and to take drastic action against the instigators of the trouble. Fortunately the law-abiding section of the Chinese community quickly responded to the Government's measures and for the latter part of the year the only visible evidence of the existence of Chinese feeling has been afforded by meetings and collections for the China Relief Fund.

A strike of the Singapore Traction Company employees began on 7th July and lasted for four months, during which period transport services in Singapore, though not paralysed, were seriously dislocated. The dispute was finally settled by reference to an arbitration tribunal presided over by the Chief Justice. The appointment of this tribunal is a noteworthy event in the history of labour disputes in the Colony.

In October Malaya was visited by a Commission appointed to survey existing facilities for higher education and to report on the desirability of their extension. It also investigated the question of the establishment of a university in Singapore, a subject which has been extensively discussed locally; the report of the Commission is therefore awaited with special interest.

The world wide despondency caused by the international crisis in September was particularly reflected among the cosmopolitan population of Singapore and the many offers of voluntary service made during those anxious weeks testified once again to the strength of the bond which unites so many races and creeds in the Colony.

In addition to the gift of \$500,000 voted by the Legislative Council in February for purposes of Imperial defence, a further grant of \$10,000,000 to be spread equally over five years was authorised in October as a special contribution on the proposal of the Unofficial Members of Legislative Council. In effect this means that the annual contribution of the Colony to the cost of Imperial Defence for the next five years will be \$6,000,000.

A further gift of \$500,000 was made to the Penang and Province Wellesley Jubilee Fund, bringing the total amount donated by Government to \$800,000.

In November His Majesty the KING of SIAM visited Penang and Singapore on his way to Bangkok. Other distinguished visitors, apart from those who attended the opening of the KING GEORGE VI dock, included Lord GOWRIE, Governor-General of Australia and Vice-Admiral LE BIGOT, Commander in Chief of the French Naval Forces in the Far East.

The Parade in Singapore on the occasion of the celebration of the King's Birthday was successfully held at Farrer Park instead of on the Padang as in former years. The more spacious, if less picturesque, area admitted of the participation of nearly 3,000 troops, a number greatly in excess of that possible on the Padang.

Sir THOMAS SHENTON WHITELEGGE THOMAS, G.C.M.G., O.B.E., Governor and Commander-in-Chief, was on duty throughout the year.

Major-General W. G. S. DOBBIE, C.B., C.M.G., D.S.O., General Officer Commanding the Troops, Malaya, was on duty throughout the year.

Air Vice-Marshal A. W. TEDDER, C.B., Air Officer Commanding the Royal Air Force, Far East was succeeded on the 10th September by Air Vice-Marshal J. T. BABINGTON, C.B.E., D.S.O. Commodore M. L. CLARKE, D.S.O., R.N. was succeeded by Commodore T. B. DREW, O.B.E., R.N. as Commodore-in-charge, His Majesty's Naval Establishments on the 18th November.

New Year Honours contained the following awards :—

C.B.E. (Civil Division)—Mr. HUSEIN HASANALLY ABDOOLCADER.

C.B.E. (Civil Division)—Mr. JOHN DEWAR.

O.B.E. (Civil Division)—Mr. JAMES WATSON.

O.B.E. (Civil Division)—Mr. AW BOON HAW.

M.B.E. (Civil Division)—Miss RITA FENOULHET.

M.B.E. (Military Division)—Lieut. RAHMAT BIN ABBAS.

Medal of the O.B.E. (Military Division)—Sergeant ERNEST HENRY HANSON.

Medal of the O.B.E. (Military Division)—Sergeant ALFRED SHIPWRIGHT.

King's Police Medal—Mr. WONG CHIN YOK.

Birthday Honours :—

C.M.G.—Mr. FREDERICK JOSEPH MORTEN.

O.B.E. (Civil Division)—Mr. REGINALD HUGH McCLELAND.

M.B.E. (Civil Division)—Mr WILLIAM WALTER BACHELOR.

Medal of the O.B.E. (Military Division)—Colour Sergeant
ABRAHAM DAVID STEVENSON.

Hon. M.B.E. (Civil Division)—Mrs. SHIU KEI WONG.

A. S. SMALL,
*Colonial Secretary,
Straits Settlements.*

SINGAPORE, 7th October, 1939.

APPENDIX A

SELECTED LIST OF PUBLICATIONS RELATING TO THE
STRAITS SETTLEMENTS

Title	Price	Publishers or Agents for Sale
Dominions Office and Colonial Office List Blue Book (Straits Settlements)	35/- \$6	Waterlow & Sons, Ltd., London. The Government Printing Office, Singapore, S.S.
Annual Departmental Reports (Straits Settlements) ...	\$6	The Government Printing Office, Singapore, S.S.
Census Report, British Malaya 1931	\$5	The Crown Agents for the Colonies and The Malayan Information Agency, London.
Malayan Year Book, 1938 ...	\$1.50	The Government Printing Office, Singapore, S.S.
	3/6	The Malay States Agency, London.
Report by the Rt. Hon'ble W. G. A. Ormsby Gore on his visit to Malaya, Ceylon and Java, 1928	4/6	H. M. Stationery Office, London.
Economic Conditions in British Malaya to 5th March, 1937. (Hartland)	2/6	H. M. Stationery Office, London.
A Dictionary of the Economic Products of the Malay Penin- sula. (I. H. Burkill). 2 Vols.	30/-	The Crown Agents for the Colonies.
The Malayan Agricultural Journal	50 cts.	Dept. of Agriculture, S.S. and F.M.S., Kuala Lumpur, F.M.S.
Malayan Forest Records ...	Various prices	Forest Department, F.M.S. and The Malayan Information Agency, London.
The Geology of Malaya, 1931. (J. B. Scrivenor)	16/-	Macmillan & Co., Ltd., London.
The Flora of the Malay Peninsula, 1925. 5 Vols. (H. N. Ridley)	£11-11-0	L. Reeve & Co., London.
The Negritos of Malaya, 1937. (I. H. N. Evans)	16/8	The Cambridge University Press.
Malayan Fishes, 1921. (C. N. Maxwell)	\$1	The Malayan Branch, Royal Asiatic Society and Kelly and Walsh, Ltd., Singapore, S.S.
Matriarchy in the Malay Penin- sula. (G. A. de C. de Moubray)	15/-	Kegan Paul.
Oxford Survey of the British Empire, 1924. Vol. 2. (Editors A. J. Herbertson and O. J. R. Howarth)	15/-	Oxford University Press, London.
One Hundred Years of Singapore, 1921. 2 Vols. (General Editors W. Makepeace, G. E. Brooke and R. St. J. Braddell) ...	out of print	John Murray, London.
One Hundred Years of the Chinese in Singapore, 1923. (Sir Ong Siang Song)	30/-	John Murray, London.
Handbook to British Malaya, 1935. (R. L. German)	2/6	J. M. Dent & Sons, Ltd., London.

APPENDIX A—*continued*SELECTED LIST OF PUBLICATIONS RELATING TO THE
STRAITS SETTLEMENTS—*continued*

Title	Price	Publishers or Agents for Sale
Historical Geography of British Dominions. Vol. I. (C. P. Lucas)	not sold separately	Oxford University Press, London.
A History of Malaya. (Sir Richard Winstedt) ...	\$7.50	The Malayan Branch, Royal Asiatic Society, Singapore, S.S. and Luzac & Co., London.
British Malaya, 1824-1867. 1925. (L. A. Mills)	\$3.50	The Malayan Branch, Royal Asiatic Society, Singapore, S.S. and Luzac & Co., London.
British Malaya, 1929. (Sir F. A. Swettenham)	12/6	J. Lane, London.
Papers on Malay Subjects. (Incidents of Malay life, law, etc. Ed. by R. J. Wilkinson) ...	\$1 each	Kelly & Walsh, Ltd., Singapore. S.S.
Malaya. The Straits Settlements, the Federated and Unfederated Malay States, 1923. (Sir Richard Winstedt)	12/6	Constable & Co., London.
Report of the Wild Life Commission of Malaya, 1932. 3 Vols.	\$12	The Government Printing Office, Singapore, S.S.
Report of Sir Samuel Wilson's visit to Malaya, 1932 ...	50 cts.	H. M. Stationery Office, London.
Report of the Commission appointed by His Excellency the Governor of the Straits Settlements to enquire into and report on the Trade of the Colony, 1933-1934. Vol. I ...	\$5	The Government Printing Office, Singapore, S.S.
Report of the Commission appointed by His Excellency the Governor of the Straits Settlements to enquire into and report on the Trade of the Colony, 1933-1934. Vol. IV. (Appendices)	\$10	The Government Printing Office, Singapore, S.S.

TABLE I
EXCESS OF FOREIGN ARRIVALS AND DEPARTURES AT PRINCIPAL PORTS OF ENTRY, MALAYA DURING THE YEAR, 1938

Race	By SEA							By AIR			By RAIL		By ROAD		Total					
	By SEA							By AIR			By RAIL		By ROAD							
	Singapore	Penang	Malacca	Labuan	Port Swettenham	Perak (Teluk Anson)	Kelantan	Singapore	Penang	Kedah	Perlis	Kelantan	Perak	Kedah						
Europeans	1,593	740	4	19	—	25	—	3	2	7	...	63	—	30	6	154	2,530			
Eurasians	6	—	...	8	1	...	...	...	...	—	1	12	—	20	2	—	10			
Japanese	—	306	...	5	...	...	...	...	4	0	...	34	—	11	19	16	217			
Chinese	44,863	6,285	...	236	—	1,276	2	...	17	4	...	409	—	393	1,219	1,814	53,180			
Malays	3,140	193	...	103	71	...	...	...	—	1	...	—	30	—	9,723	415	84	—	5,748	
Northern Indians	1,534	1,239	7	7	206	...	...	...	—	12	—	135	—	31	61	...	...	3,141	—	23,251
Southern Indians	—	754	...	17	—	14,021	...	...	1	...	...	155	—	24	24	...	...	...	...	1,413
Others	205	—	...	25	4	...	...	...	—	4	2	553	—	73	7	847	...	...	...	31,038
Total	50,281	—	11	420	—	15,040	—	2	7	7	...	1,331	—	10,257	1,753	2,902	...	...	...	...

TABLE II

COMPARATIVE FIGURES FOR 1937 AND FOR THE YEAR, 1938 ARE:—

	BY SEA							BY AIR			BY RAIL		BY ROAD		TOTAL					
	Singapore	Penang	Malacca	Labuan	Port Swettenham	Perak (Teluk Anson)	Kelantan	Singapore	Penang	Kedah	Perlis	Kelantan	Perak	Kedah						
1937	...	169,704	57,654	7	749	43,209	—	2	8	87	0	...	—	246	—	7,270	484	2,838	267,206	
1938:—																				
January	...	13,724	356	2	140	—	505	...	...	—	8	5	...	543	—	223	394	564	14,982	
February	...	7,945	386	2	31	—	738	...	...	—	7	2	...	—	85	—	240	153	168	7,631
March	...	16,158	5,747	...	2	—	1,286	...	0	27	9	...	...	—	559	468	212	169	20,947	
April	...	17,665	45	1	13	—	806	...	—	14	—	14	...	—	166	—	1,384	178	322	15,867
May	...	3,827	—	230	88	—	891	...	...	—	7	5	...	74	—	2,280	177	303	—	6,586
June	...	835	—	1,769	94	—	1,615	...	...	—	16	9	...	153	—	181	37	182	—	2,271
July	...	309	—	1,650	54	—	3,190	...	...	0	3	...	...	119	—	23	41	298	—	4,039
August	...	462	—	1,820	73	—	1,926	...	...	5	—	11	...	4	—	795	136	218	—	4,578
September	...	347	1,086	2	—	9	709	...	1	4	7	...	...	416	—	803	82	52	—	218
October	...	702	—	1,488	3	—	901	...	—	1	0	...	...	321	—	504	91	191	—	3,064
November	...	105	32	—	1	47	1,034	...	...	—	2	0	...	129	—	1,431	101	275	—	1,989
December	...	912	—	1,070	...	—	1,439	...	...	—	18	2	...	382	—	2,861	151	160	—	5,644
Total	...	50,281	—	375	11	40	—	15,040	...	—	2	7	...	1,331	—	10,257	1,753	2,902	—	31,038

ARRIVALS AND DEPARTURES OF PASSENGERS BY SEA, LAND AND AIR, BY COUNTRIES OF ORIGIN AND DESTINATION, DURING THE YEAR, 1938

DEPARTURES TO

BY SEA															
Race	THE NETHERLANDS INDIES					CHINA (2)				INDIA (3)					
	M.	W.	Children (1)		Total	M.	W.	Children		Total	M.	W.	Children		
			B.	G.				B.	G.				B.	G.	
Europeans (4)	5,379	2,927	514	431	9,251	1,402	896	121	115	2,534	1,114	783	64	53	2,014
Eurasians	257	235	6	15	513	4	2	2	...	8	16	27	7	12	62
Japanese	304	33	12	12	361	55	8	...	5	68	50	13	2	5	70
Chinese	51,170	11,080	4,370	2,709	69,329	33,129	14,381	5,210	3,874	56,594	129	45	9	8	191
Malays (5)	23,336	7,656	3,348	2,741	37,081	12	3	...	.	15	76	9	4	2	91
Northern Indians	2,059	188	93	57	2,397	242	9	2	1	254	9,064	1,518	861	580	12,023
Southern Indians (6)	1,488	74	59	20	1,641	16	4	1	...	21	52,657	13,293	5,986	3,365	75,301
Others	746	44	75	13	878	8	2	1	...	11	65	16	7	7	95
Total ...	84,739	22,237	8,477	5,998	121,451	34,868	15,305	5,337	3,995	59,505	63,171	15,704	6,940	4,033	89,847

TABLE III—continued
ARRIVALS AND DEPARTURES OF PASSENGERS BY SEA, LAND AND AIR, BY COUNTRIES OF ORIGIN AND DESTINATION, DURING THE YEAR, 1938
EXCESS (+) OR DEFICIT (--) ARRIVALS

Race	BY SEA									
	THE NETHERLANDS INDIES					CHINA (2)				
						INDIA (3)				
	M.	W.	Children (1)		Total	M.	W.	Children		Total
			B.	G.				B.	G.	
Europeans (4)	- 467	- 192	- 25	12	- 672	605	- 124	- 45	- 41	395
Eurasians ...	13	1	- 3	- 6	5	1	2	- 2	1	0
Japanese ...	102	41	18	23	184	24	- 5	...	- 5	34
Chinese ...	1,898	- 1,679	- 668	- 533	- 982	6,085	30,612	10,577	5,876	53,150
Malays (5)	608	221	304	220	1,353	49	1	...	...	48
Northern Indians ...	152	- 33	- 6	8	121	43	5	11	4	63
Southern Indians (6)	213	0	- 2	20	231	22	- 4	- 1	1	18
Others ...	- 221	43	- 33	10	- 201	8	2	- 1	...	9
Total ...	2,298	- 1,598	- 415	- 246	39	6,787	30,487	10,539	5,836	53,649

Race	BY SEA									
	SIAM					OTHER COUNTRIES				
						TOTAL				
	M.	W.	Children		Total	M.	W.	Children		Total
			B.	G.				B.	G.	
Europeans	- 74	- 21	2	- 4	- 97	2,012	822	28	146	3,008
Eurasians ...	- 5	- 4	- 1	- 1	11	15	7	11	4	37
Japanese ...	- 11	2	2	...	7	- 155	- 87	- 70	- 101	- 413
Chinese ...	- 232	- 35	- 93	- 13	- 373	- 1,036	- 823	99	73	- 1,687
Malays	36	15	7	6	64	942	582	171	153	1,848
Northern Indians ...	13	0	- 4	- 1	8	1,014	77	84	51	1,226
Southern Indians	20	8	7	5	40	358	100	64	56	578
Others ...	- 14	- 41	- 7	- 12	- 74	142	13	52	6	213
Total ...	- 267	- 76	87	- 20	- 450	3,292	691	439	388	4,810

TABLE III—*concluded*
ARRIVALS AND DEPARTURES OF PASSENGERS BY SEA, LAND AND AIR, BY COUNTRIES OF ORIGIN AND DESTINATION, DURING THE YEAR, 1938
EXCESS (+) OR DEFICIT (−) ARRIVALS

Race	BY AIR					BY LAND					GRAND TOTAL				(7)	(8)			
	FOREIGN COUNTRIES					SIAM					M.	W.	Children		Total				
	M.	W.	Children		Total	M.	W.	Children		Total									
			B.	G.				B.	G.				B.	G.					
Europeans ...	5	10	-	5	-	1	9	132	61	14	-	14	193	2,094	398	-	40	78	2,530
Eurasians ...	...	-	1	...	-	1	-	7	13	-	1	2	19	18	-	-	1	-	10
Japanese ...	...	2	...	...	4	...	4	51	5	2	...	...	58	43	-	-	49	-	217
Chinese ...	12	5	4	...	21	...	21	2,691	64	207	87	3,049	9,440	28,128	10,124	5,488	-	53,180	
Malays ...	1	0	...	...	-	...	1	-6,992	-1,518	-441	-303	-	9,254	5,161	-	700	39	74	-
Northern Indians ...	11	4	-	2	17	...	17	92	36	35	2	165	2,976	37	107	21	-	3,141	
Southern Indians ...	1	...	...	...	1	...	1	121	38	47	-	203	-13,287	-7,455	-1,436	-1,073	-	23,251	
Others ...	3	1	0	...	2	...	2	987	257	163	73	1,334	1,028	276	182	-	73	1,413	
Total ...	5	13	-	3	14	-	14	-2,925	-1,070	26	-	302	-4,271	-2,935	20,620	8,926	4,427	-	31,038

Notes:—

- Children are under 12 (English) years of age.
- China includes Hong Kong.
- India includes Ceylon.
- Europeans include Americans.
- Malays include all natives of the Malayan Archipelago.
- Southern Indians are natives of the Presidency of Madras and the States of Mysore and Travancore.
- For movements *via* individual ports or land-routes, see monthly Return Statistics 3: for movements of deck passengers (Chinese, Javanese and Southern Indians) see monthly Return Statistics 13.
- Net Arrivals, 1938: 31,038.
- Net Arrivals, 1937: 267,206.

TABLE IV

ARRIVALS AND DEPARTURES OF CHINESE, JAVANESE AND SOUTHERN INDIAN DECK PASSENGERS DURING THE YEAR, 1938

Race	SINGAPORE		PENANG		PORT SWETTENHAM		TOTAL		Net Arrivals during the year	NET ARRIVALS FOR THE YEARS 1936 AND 1937	
	Arrivals	Depart-ures	Arrivals	Depart-ures	Arrivals	Depart-ures	Arrivals	Depart-ures		1936	1937
1. Chinese from and to China including Hongkong (a) ...	93,217	47,481	11,892	5,804	39	1,318	105,148	54,603	50,545	69,244	176,802
2. Javanese from and to Java (b) ...	...	60	...	...	...	...	...	60	60	38	...
3. Southern Indians from and to Presidency of Madras (c) ...	13,390	15,833	21,164	32,954	9,352	26,301	43,906	75,088	31,182	3,353	78,194
Total ...	106,607	63,374	33,056	38,758	9,391	27,619	149,054	129,751	19,303	72,635	254,996

(a) For Chinese: all deck passengers by all steamers.

(b) For Javanese: all labourers recruited for Malayan estates as reported by recruiting agencies and the Labour Department at Singapore.

(c) For Southern Indians: all deck passengers embarked and disembarked by British India Steam Navigation Company's steamers between Malayan Ports and Madras as reported by the Labour Department.

TABLE V

ARRIVALS AND DEPARTURES OF CHINESE DECK PASSENGERS FROM AND TO CHINA DURING THE YEAR, 1938

Port	ARRIVALS			DEPARTURES			TOTAL ARRIVALS		TOTAL DEPARTURES	
	Men	Women	Boys (a)	Girls (a)	Men	Women	Boys (a)	Girls (a)	1937	1938
Singapore ...	32,574	38,487	13,835	8,321	28,235	11,925	4,210	3,111	213,270	93,217
Penang ...	3,709	5,462	1,553	1,168	2,905	1,631	718	550	29,948	11,892
Port Swettenham ...	6	18	4	11	694	301	176	147	86	39
Total ...	36,289	43,967	15,392	9,500	31,834	13,857	5,104	3,808	243,304	105,148
									243,304	105,148
									66,502	54,603

(a) Under 12 (English) years of age.

APPENDIX C

NATIONALITY, NUMBER AND TONNAGE OF VESSELS WITH CARGO AND IN BALLAST AND NATIVE CRAFT OF ALL TONNAGE (INCLUDING THEIR REPEATED VOYAGES) WHICH ARRIVED AND DEPARTED AT THE PORTS OF THE STRAITS SETTLEMENTS DURING THE YEAR, 1938

Nationality	SINGAPORE						PENANG					
	MERCHANT VESSELS			MEN-OF-WAR			MERCHANT VESSELS			MEN-OF-WAR		
	Over 75 Tons Net		75 Tons Net and Under	No.	Tons		Over 75 Tons Net		75 Tons Net and Under	No.	Tons	
	No.	Tons					No.	Tons				
British	4,618	10,867,405	..	..	275,820	44	2,640	7,821,478	..	..	62	151,382
American	46	210,881	..	..	..	..	43	178,776	..	..	..	..
Chinese	141	36,147	..	..	..	..	..	..	..	..	..	..
Danish	200	707,276	..	..	..	..	116	464,892	..	..	..	..
Dutch	4,496	7,756,584	..	..	..	..	1,116	1,402,697	..	..	..	..
Finnish	2	5,778	..	..	..	..	..	..	..	..	..	..
French	382	1,859,250	..	..	86,888	16	..	..	..	..	..	..
German	338	1,744,078	..	..	..	..	155	810,359	..	..	6	15,600
Greek	28	89,590	..	..	..	..	..	..	..	..	..	..
Hungarian	..	..	..	..	..	..	..	..	..	..	..	..
Italian	200	1,337,058	..	..	10,000	2	32	114,138	..	..	..	..
Japanese	849	3,739,056	..	..	22,000	2	192	912,768	..	..	..	..
Norwegian	1,052	2,092,821	..	..	..	..	185	386,422	..	..	..	..
Panama	89	150,518	..	..	..	..	58	81,458	..	..	..	..
Portuguese	..	..	..	..	6,940	4	..	..	..	..	..	..
Russian	56	172,148	..	..	..	..	..	..	..	..	..	..
Sarawak	171	87,209	..	..	..	..	..	..	..	..	..	..
Siamese	203	139,870	..	..	..	..	..	..	..	..	8	2,696
Swedish	70	251,602	..	..	..	..	24	84,231	..	..	..	..
Yugoslavian	2	6,428	..	..	..	..	..	..	..	..	..	..
Total	12,943	31,253,699	37,134	1,391,860	401,648	68	4,561	12,257,219	11,854	557,675	76	169,678
± 1937	-579	-1,537,716	-925	+143	+32,200	-12	-288	-1,016,668	+572	+45,186	-28	+28,524

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	No.	Tons	No.	Tons	No.	Tons		
British	510	688,998	..	..	8	9,440	242	227,442	..	..	24	66,754
American	..	..	..	..	..	..	..	..	..	..	..	..
Chinese	..	..	..	..	..	..	..	..	..	..	..	..
Danish	64	260,482	..	..	..	..	..	..	..	..	..	..
Dutch	42	3,360	..	..	..	..	6	2,268	..	..	..	..
Finnish	..	..	..	..	..	..	..	..	..	..	..	..
French	..	..	..	..	..	..	..	..	..	..	..	..
German	22	103,694	..	..	..	..	..	..	..	..	..	..
Greek	..	..	..	..	..	..	..	..	..	..	..	..
Hungarian	..	..	..	..	..	..	..	..	..	..	..	..
Italian	..	..	..	..	..	..	..	..	..	..	..	..
Japanese	..	..	..	..	..	..	..	..	..	..	..	..
Norwegian	162	136,494	..	..	..	..	..	..	..	..	..	..
Panama	46	54,458	..	..	..	..	..	..	..	..	..	..
Portuguese	..	..	..	..	..	..	..	..	..	..	..	..
Russian	..	..	..	..	..	..	..	..	..	..	..	..
Sarawak	..	..	..	..	..	..	..	..	..	..	..	..
Siamese	8	5,934	..	..	..	..	..	..	..	..	..	..
Swedish	..	..	..	..	..	..	..	..	..	..	..	..
Yugoslavian	..	..	..	..	..	..	..	..	..	..	..	..
Total	854	1,253,420	5,527	98,758	8	9,440	248	229,710	2,595	39,460	24	66,754
± 1937	+44	+11,102	-119	-8,154	+8	+9,440	+20	-7,696	-369	-2,164	+10	+38,933

Note.—To the above figures must be added:—

(a) Christmas Island: total net tonnage arrived and departed during the year 1938 was * 151,236 tons—a decrease of * 13,029 tons.
The total tonnage of vessels arrived and departed at the Straits Settlements ports during the year 1938 was * 47,880,557 tons or a decrease of 2,419,899 tons as compared with the year, 1937. This comprised (a) merchant vessels 47,233,037 tons of which
(i) over 75 tons ... 45,145,274 tons
(ii) 75 tons and under and native craft ... 2,087,763 tons
(b) warships ... * 647,520 tons

Total ... * 47,880,557 tons

* Including one French Sloop entered and cleared tonnage unknown.



LABUAN

1938

Scale, 2 Miles to 1 Inch



REFERENCE

- Barth Road & Bridle Path.....
Roads: Metalled.....
Point, Tanjong, River.....Pt. T. R.
Pulau, Light House.....P.
Kampung, Lobok.....Kg. L
Flashing Light or Buoy.....
Fixed Light, Sungei.....F★ S
Mukim Boundary, Height.....336
Country, Suburban.....C. S.
Districts: (1) Town (2) Suburban

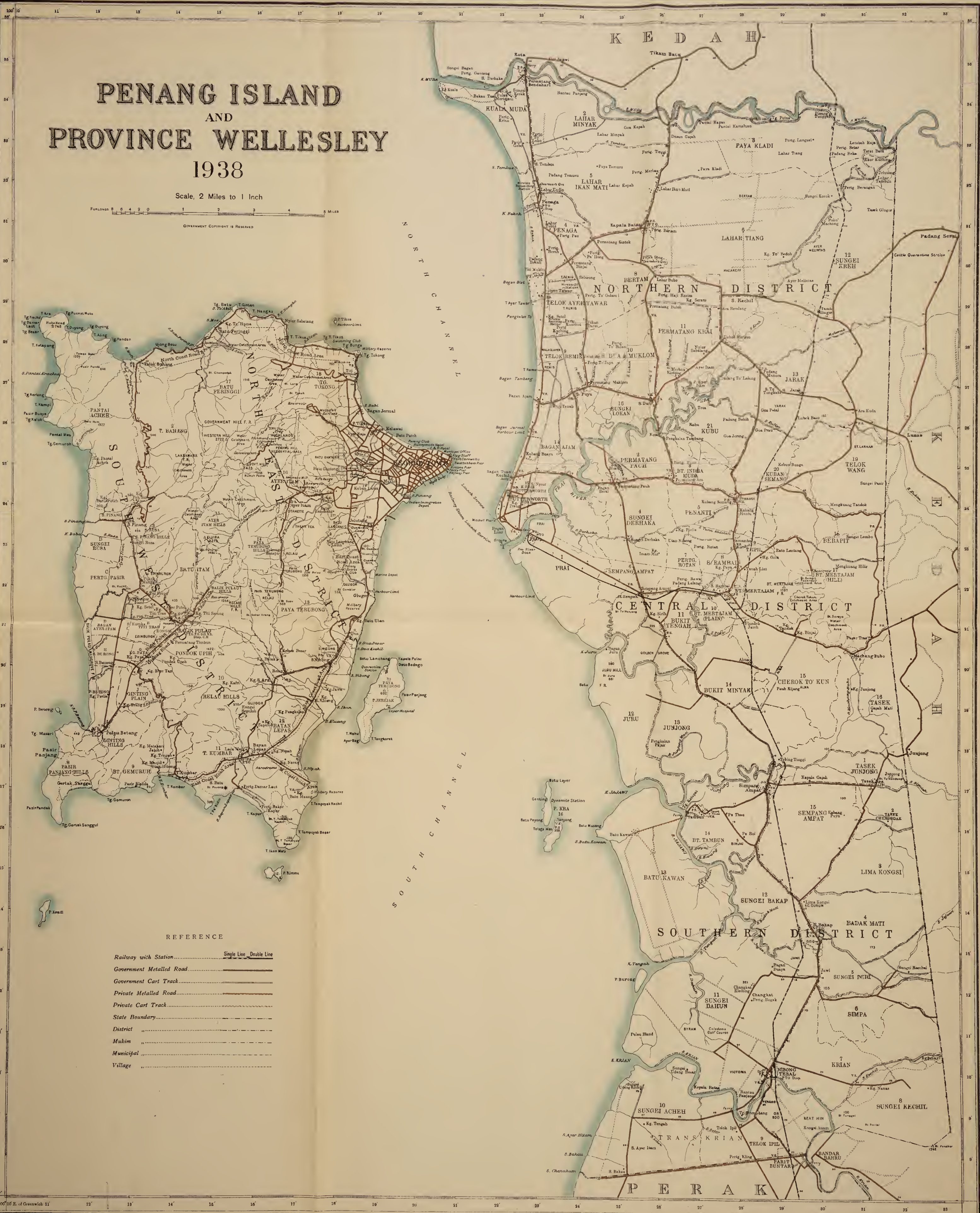


PENANG ISLAND AND PROVINCE WELLESLEY 1938

Scale, 2 Miles to 1 Inch

Furlongs 0 1 2 3 4 5 Miles

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Railway with Station	Single Line Double Line
Government Metalled Road	
Government Cart Track	
Private Metalled Road	
Private Cart Track	
State Boundary	
District	
Mukim	
Municipal	
Village	

