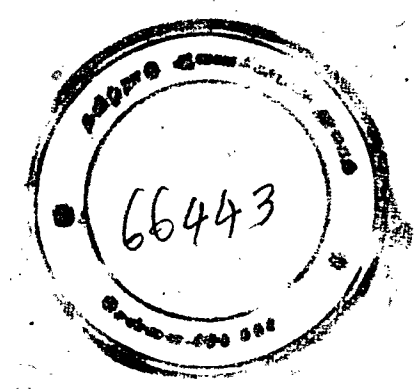


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MINUTES

RECORDED BY THE

RT. HON. FRANCIS BARON NAPIER & ETTRICK, K.T.,

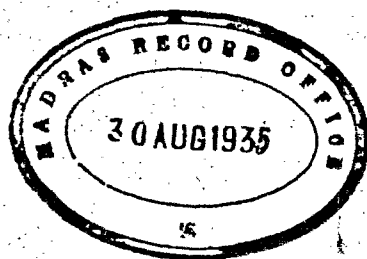
DURING HIS

ADMINISTRATION OF THE GOVERNMENT

OF THE

MADRAS PRESIDENCY,

FROM 1866 TO 1872.



MADRAS:

PRINTED BY H. MORGAN, AT THE GOVERNMENT GAZETTE PRESS.
1873.

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MINUTES.

No. 1.—APRIL 1866.

Regarding the issue of Spirits in lieu of Malt Liquor to European Troops on the march.

The substitution of a dram of spirits for a quart of malt liquor on the march is advocated on two grounds—

I. Because spirits require less carriage and less exertion on the part of the men, and thus the march would be facilitated and accelerated, and be rendered less fatiguing and less costly.

II. Because malt liquor from being jolted on the march becomes unpalatable and unwholesome.

2. The question is presented in connexion with an extract from the diary of Surgeon-Major Jephson, concerning the march of the 1st Dragoon Guards from Bangalore to Secunderabad and from Secunderabad to Bangalore, the march of a Battery of Artillery from Secunderabad, and other movements.

3. The change recommended by Surgeon-Major Jephson is commented upon by Deputy Inspector-General Inglis, who suggests "that the opinions of Commanding and Medical Officers of other troops who have marched this season, and for whom alone porter was carried, requested on this subject; for, if Dr. Jephson's observations are confirmed, those of others, the discontinuance of the issue of malt liquor to troops marching in future may become expedient."

4. The Inspector-General here contemplates, contingently on further inquiry, the discontinuance of an issue of malt liquor; he does not distinctly advise the issue of two drams or the substitution of spirits for beer.

5. The Commander-in-Chief on the strength of these communications, perhaps also in conformity with personal inquiries and experience, or in consequence of other reports not here submitted, recommends, both on economical and sanitary grounds, that arrack be issued in future in lieu of porter. The opinion of the Commander-in-Chief is decided in favor of arrack compared with malt liquor on the march; but His Excellency has not said that arrack would be the *only* beneficial substitute for malt liquor.

6. The opinion of the Inspector-General is altogether hypothetical and conditional.

The opinion of the Commander-in-Chief is susceptible of further development; I would like to see it stated more fully.

7. I may remark that the two examples adduced to prove the superiority of arrack over malt liquor and the expediency of issuing two rations of arrack were both marches of mounted troops in the cold season in a part of the country, in portions at least, of a high elevation. The same results might not have been attained with Infantry in the plains in the hot season.

8. It appears to me unwise to sanction the issue of two rations of spirits to European troops on the march without further investigation. Nothing is more emphatically affirmed in the report of the Indian Sanitary Commission than the bad effect of an over-issue of ardent spirits, and the benefit which would be

derived from the substitution of other beverages. I cite two passages only from a multitude:—

“Several very serious questions arise out of this practice of continual dram-drinking, as it affects the health and efficiency of the Army in India. It disorders the digesting functions, irritates the nervous system, occasions structural disease of the liver, brain, and blood vessels, and is a most potent predisposing cause of cholera and other epidemic diseases. A simple statement of these well known effects of continual tipping is sufficient to show that of all habits it is about the last which should be indulged in or encouraged in such a climate as that of India; for the diseases which it is observed to cause in this country are diseases from which the Soldier suffers severely in India. Liver disease, delirium tremens, sun-stroke, and apoplexy, as well as cholera, prevail to a large extent over India.” (Sanitary Report, pp. 88, 89.) And further on as follows:—

“There are particular kinds of service, as for instance field service, or duties exposing men to wet or damp or very great fatigue, where a temporary stimulus would be of use, and where an issue of spirits under the advice of the Medical Officer might be permitted. But it is now known that many of these temporary uses to which spirits can be advantageously applied are much better met by tea and coffee, both of which have the special virtue of preventing waste under exertion, which spirits has not. Indeed, there can be no doubt that a more systematic use of these beverages during times of fatigue and exposure would conduce more to the health of troops than any temporary issue of spirits.” (Sanitary Report, p. 93.)

9. In the face of the Sanitary Report and of the concurring testimony of so many able Medical authorities expressed elsewhere, I would hesitate before recurring to a double issue of ardent spirits. Such a measure precipitately adopted on insufficient information might be deemed retrogressive. If malt liquor unavoidably becomes unwholesome by being heated and shaken, that may be a motive for discovering some substitute better than either porter or spirits. It may be that in lieu of malt liquor some other drink might be either authoritatively supplied to the marching Soldier, or at least recommended to him and provided for him. Tea or coffee might be cheaply transported and easily prepared.

10. The sentiments of Commanding and Medical Officers on the point under discussion might probably be ascertained either by circular instructions addressed to them or by a Commission of inquiry.

No. 2.—APRIL 22, 1866.

Advocating the appropriation of the additional lakh of rupees assigned for expenditure on Public Works in the Madras Presidency during 1866-67 to the execution of the scheme for the supply of water to the Northern District of Madras.

1. The Governor-General in Council has granted the sum of one lakh, in addition to the amount assigned to Madras, for expenditure on Public Works during the year 1866-67, limiting the application of this sum to the irrigation works referred to in the 11th paragraph of Colonel Orr's letter, No. 406, of February 1st, 1866.

2. In conformity with the instructions of the Supreme Government, proposals have been submitted by the Secretary for Public Works for the appropriation of the amount referred to; it has been allotted to eight irrigation works, some of which are already in progress, while the remainder, though long since sanctioned as schemes of a necessary and profitable character, have not been commenced for want of funds.

3. It is not doubted that the Secretary for Public Works has made a judicious selection of the works recommended, and that, if the grant of the Supreme Government was to be shared out among several projects of provincial utility, it could not be better distributed. It is submitted, however, that the grant affords the Local Government an occasion for laying the basis of a single great work, long contemplated and much needed, the project for supplying the garrison, the public establishments, and the community of Madras with water.

4. It is superfluous to demonstrate the necessity of this project. Madras is exclusively supplied with water from wells, and the progressive deterioration of the water thus obtained is attested by popular practice and official analysis. That deterioration is owing to causes still active, and which could only be arrested by sanitary works which we can scarcely hope to see completed. Even if the quality of the drinking water could be restored to its primitive purity, the quantity of water raised and distributed by a laborious and costly process would still be insufficient for cleanliness and salubrity. The introduction of a free flow of wholesome water from the country is admitted to be the one indispensable basis of sanitary improvement in the capital.

5. Fortunately the remedy is easily accessible. Successive surveys have shown that by the restoration, development, and association of several ancient receptacles of water, the rainfall in the river basins adjacent to Madras can be collected and stored in more than sufficient quantity for the consumption of the city. An ample residue would remain for irrigation, and every facility exists for the repartition of the surplus water on lands contiguous to the reservoirs and channels. The plans for this purpose, which originated in the investigations of Colonel O'Connell, and which were revised by subsequent projectors, have been recently corrected and expanded by Mr. Fraser, whose scheme is now before us. It contemplates the irrigation of 8,571 acres of ground now waste, and the delivery of a quantity of water, at a point situated in the Northern District of Madras, sufficient for distribution throughout the city, and for the consumption of all its inhabitants. The plan has obtained the approval of the Department of Public Works, and has raised the expectations of the public. The computed cost is the moderate sum of £70,000, on which the returns for irrigation alone would pay a high interest. (No calculation is as yet furnished of the expenditure which would be incurred in distributing the water to the public establishments and to private dwellings. It is not determined by what instrumentality that distribution should take place, nor is any estimate offered of the price at which the Municipality or individuals would purchase the benefit offered to them by the State.)

6. An enterprise so necessary, so practicable, and so remunerative has been too long arrested, and there is reason to fear that if the present opportunity be not seized, and if the present means be not used, the work may still be indefinitely deferred, in the hope that it may be executed hereafter from other financial sources in connexion with more extensive schemes. It is presumed that the Imperial Government will sanction the negotiation of loans for reproductive

works, and that Mr. Fraser's project for bringing water to the north of Madras, combined with irrigation, would find a place in that category, in conjunction with an additional scheme for the separate supply of the southern quarters of the town from the basins of the Kooum and the Addyar, as well as a plan for the junction of those two rivers and of the Northern and Southern Coast Canals.

7. It is certainly possible that the expectations adverted to might be realized, but the following reflections induce me to believe that such considerations should not prevent us from breaking ground at once, with the resources which we might have at command, by the assent of the Supreme Government:—

(1.) The principle of contracting loans for reproductive works has been in a manner affirmed by the Home Government, but it is still in a mere speculative stage. We have no security, as yet, that the measure will be carried into effect; we do not know to what works it will be applied, or which will be first admitted, and years might elapse before the system bears its practical results. In the meantime Madras would continue to suffer for want of water.

(2.) It is by no means certain that projects, such as that which is under consideration, would be classed by the Home Government with those of a purely profitable or reproductive character. No one will contest the utility of the whole design, and the remunerative character of that portion of it which regards irrigation; but the scheme is a composite one, municipal and sanitary, as well as agricultural. The increase of assessment from a new area of wet cultivation can be exactly estimated, but it is more difficult to predict the amount of water-rate which can be levied in the city of Madras. If the application of the projected loans be severely restricted to works of a simple character and of the most remunerative kind, the present scheme might possibly be excluded. This contingency would be more probable still, if the southern water-supply project and the canal project were associated with the northern design, for in this way three schemes, involving three distinct kinds of work and three distinct sources of profit, would be blended.

(3.) If the system of loan works be carried out, and if works such as the one under discussion be *admitted* to that category, the claim of this work would suffer no prejudice from the fact that it had been commenced from revenue sources. On the contrary, the claim would be strengthened, for the work being a composite one, in part sanitary and in part clearly reproductive, the Local Government having contributed funds from revenue sources, those funds would be carried to the sanitary part, and the Local Government might, with greater force, ask for a grant-in-aid from the loan fund for the completion of the irrigation or reproductive part the scheme.

(4.) If the system of loan works be carried out, and if works such as the one under discussion be *excluded* from that category, the work under discussion must be prosecuted, either by the aid of an English unguaranteed company, or from revenue sources. In either case, the prospects of the work would be advanced by the preliminary outlay now recommended. The formation of a company in England would probably not be attempted in the present state of the money market, but hereafter it would be much facilitated if the project could be presented, not only with surveys and working plans prepared, but with some of the initiatory works in course of execution, with plant and labor collected on the scene of operations. Nor would the outlay of Government in that case be lost, for the Government might appear as shareholders to the extent of their

expenditure, with at least a secondary claim to profits realized by the enterprise, and such direct countenance and participation on the part of the Local Government would give credit to the company. If, on the other hand, it was not found possible to organize a company for the execution of the work, and if it became necessary to complete it from revenue sources, it is plainly politic to obtain the concurrence of the Supreme Government in the undertaking at once, for, if once begun, it would never be abandoned.

(5.) The commencement of this work is recommended by the argument, that if it is not begun at once other works will probably be urged upon the Local Government, for the same purpose, of a less advantageous character. We may assume that neither public opinion nor the Home Government would suffer the public establishments of Madras to go on much longer without an improved supply of drinking water even if the Local Government were indifferent to the necessities of those establishments, which is not the case. The Fort, the General Hospital, the Prisons, the Infirmary, the Asylums, and other institutions must sooner or later be furnished with subterranean tanks for storing roof-water, after the Maltese system, if water be not introduced from the country. The estimate for such a tank on a generous scale for the Fort alone is about £10,000. The whole expenditure involved in the prosecution of this system would perhaps equal or exceed the cost of the other project, and we must remember that the subterranean tank system is only good for drinking water, that it is restricted in amount, uncertain, unprofitable for the land, and unproductive; while the water-supply from the country would be abundant for all purposes, reliable, beneficial to the land, and remunerative. The prompt commencement of the work under discussion might, therefore, prevent other demands on the Local Government, and save it from a wasteful expenditure.

(6.) It is not expedient to defer the commencement of the scheme of Mr. Fraser for bringing water to the Northern District of Madras, until the separate auxiliary scheme for the southern water-supply, in connexion with the union of the Kooum and Addyar and the Northern and Southern Canals, has been matured. The scheme of Mr. Fraser for bringing water to the Northern District is complete in itself. It would lodge at a convenient spot in the city, for subsequent distribution, a supply of water amply sufficient for the consumption of the whole population of both districts, north and south. By making the execution of this project conditional on the adoption of the other, we might incur the risk of frustrating, or at least of retarding a cheap, feasible, and competent design in the hope of realizing a more ambitious and comprehensive scheme hereafter for which the funds may not be forthcoming; we should be neglecting a certain good for a problematic better. If, on the other hand, we begin the northern work at once, the good is secured, and long before the water has been led to the city and stored in the distributive reservoir it will be ascertained whether the additional works on the southern side are expedient, and whether the funds can be got for carrying them into execution. Neither the scheme of southern water-supply from the basins of the Kooum and Addyar, nor the union of those rivers with each other and with the North and South Coast Canals will be prejudiced by the immediate adoption and execution of the northern scheme. The northern scheme is indispensable, without it Madras can never be supplied with water at all; the southern scheme is not indispensable, without it Madras can be fully supplied with water.

(7.) The application of the fund now at the disposal of the Local Government to the object proposed could not fail to be acceptable to the Home Government and to public opinion. Much has been said and written for sanitary improvement at Madras, and something has no doubt been done. Performance has, however, borne, as yet, no due proportion to counsel. Inquiries have been undertaken and reports have been framed, but it is commonly apprehended that the greater part will evaporate in good advice and good intentions. It is the duty of Government to correct this impression by action where action is wise and practicable. We shall thus prove that so much benevolent labor and aspiration are not to be cast away. In urging these views on the attention of the Council, I would not have it thought that I am insensible to the claims of improvements of a less conspicuous kind. Human life, health, and welfare are all implicated in the supply of water to the soil on however remote a spot and however humble a scale; but the scheme now recommended is not exclusive or one-sided, it is beneficial to the ryot, as well as to the revenue, the citizen, the soldier, the poor, the sick, the prisoner, and the civil servant of the State; it has perhaps a more comprehensive usefulness than any other project which is offered for our encouragement.

8. Under these impressions I propose that the Secretary for Public Works shall modify the draft of letter to the Secretary to the Government of India, submitted for the approval of the Governor in Council, in so far as concerns the appropriation of the additional lakh granted by the Supreme Government, and shall substitute for his previous suggestions a proposal to appropriate that lakh to the execution of the works contemplated by the plans of Mr. Fraser for conducting water to the Northern District of Madras.

NO. 3.—APRIL 23, 1866.

Proposing arrangements for the conduct of the duties of Principal Inspector-General, Medical Department, pending the decision of the Home Government on the revision of the Administrative Establishments of the Indian Medical Service.

Adverting to the approaching vacancy in the Office of Principal Inspector-General of the Medical Department, consequent on the expiration of Mr. Cole's tenure of the appointment, and to the contemplated changes in the constitution of the Administrative Branch of the Department, I think it desirable not to make any permanent arrangement which might prove inconsistent with the regulations which may be eventually adopted by the Home Government. I propose, therefore, to retain Mr. Shaw in his present position of Inspector-General, in charge of the office of Principal Inspector-General, until the decision of the Home Government on the general question has been made known.

I am aware that, under recent instructions from the Government of India, it would be competent for the Local Government to nominate Officers to both the appointments, but, under present circumstances, I think it preferable to abstain from doing so. The adoption of this course will enable me to come to an ultimate decision with a more perfect knowledge of the character and qualifications of the persons eligible to the appointments in question.

NO. 4.—MAY 13, 1866.

Advocating a modification of the condition under which the Government grant-in-aid to the Madras Friend-in-Need Society is limited to the maximum sum of Rupees 700 per mensem.

At a recent Meeting of the Friend-in-Need Society, at which I had the honor to preside, the accompanying Annual Report was presented. It exhibits a serious deficiency in the funds of the Society.

2. The average excess of monthly expenditure over monthly current income amounted, during the year 1865, to 283 rupees, involving an excess of 3,396 rupees on the whole year. The deficit thus created was covered by the application of an extraordinary contribution raised by the Members of the Society, to supply, in part, the void occasioned in its resources by the failure of the Firm which had acted as its Treasurers.

3. The extraordinary contribution referred to is exhausted, and the Society meets its disbursements of 1866 with a current income altogether unequal to its engagements, and to the necessities of the European and Eurasian poor.

4. In this conjuncture, I thought myself justified, at the above-mentioned Meeting, in calling upon the Members of the Society to make a new extraordinary contribution, and to augment their current subscriptions. I appealed earnestly to those who had not yet enrolled themselves as Members of the Society, and I stated that I would take steps with a view to an increase of Government assistance, in a form which should not impair the springs of private liberality.

5. State assistance was afforded to the Friend-in-Need Society for the first time in 1859, to the extent of 300 rupees per month, through the intercession of Sir Charles Trevelyan, and conformably to precedents in analogous cases both at Calcutta and Madras. This grant-in-aid was liberally increased in the year 1864 to 700 rupees per month, as a maximum, with the provision that in no case the grant-in-aid should exceed half the amount furnished by the subscriptions of private persons.

6. Under this arrangement, the State has since constantly contributed at the rate of the full amount of 700 rupees per month, the average amount of monthly subscriptions having always exceeded 1,400 rupees.

7. Having in view the increasing numbers and necessities of the poor, the extravagant price of provisions, and the probability of continual scarcity or dearth, I recommend that a communication be now addressed to the Supreme Government, respectfully urging it to modify the conditions under which the grant-in-aid is at present enjoyed by the Society in the following sense:—

I propose to retain the stipulation by which the sum contributed by the State shall in no case exceed half the amount of private subscriptions, but to annul the maximum amount of 700 rupees per month, and to substitute, in lieu of it, an elastic provision, by which the State shall engage, while continuing a monthly subscription of 700 rupees, as at present, to make up its contribution at the end of the year to half the whole amount subscribed by the public, whatever that amount may be.

8. In 1864, the last year in which the finances of the Society were in a regular and normal condition, the clear revenue derived from private subscriptions (the grant-in-aid, the balance in hand, and the interest on that balance being subtracted) amounted to 18,526 rupees, being 1,726 more than 16,800 rupees, the amount requisite to justify the payment of the maximum grant of 700 rupees

per month, or 8,400 rupees per annum. If the maximum provision had not been in force, and if the State, in conformity with my present suggestion, had contributed to the full extent of one-half of the private subscriptions, the grant-in-aid would have been augmented by 863 rupees on the whole year, an amount which the Supreme Government would not have grudged for so good a purpose. Should my suggestion meet with the sanction of the Supreme Government, the increase in the grant-in-aid would, it is hoped, in future go further, but there is little probability that the charity of Madras would ever be carried so high as to involve a sacrifice onerous to the Exchequer.

9. The value of a co-operative and proportionate action on the part of the State is not to be measured merely by the amount of money gained, though that would not be insignificant. The benevolent expansion of State assistance in harmony with private exertion would, it is submitted, prove a great encouragement to the Officers of the Society in their labors, while it would animate the charity of the subscribers. It would induce them to contemplate, not only the development of alms-giving to helpless persons, but the improvement of the Male and Female Workshops, and of the Infant school, which have been instituted with the view of supplying the industrious poor with work and refuge, and of saving their children from the neglects of home and the contamination of the streets.

10. Should the Supreme Government remark, as it did on a previous occasion, that the grants-in-aid to Charitable Institutions in Madras are greater, in proportion to the population, than at Bombay and Calcutta, I can only reply that the actual wants and resources of a place supply the true measure for State assistance. Madras may ask for more, if it does so, because it requires more. It does not enjoy the natural advantages which have created the opulence of the sister Presidencies. Without the benefits of a transit traffic, of a port, of a navigable river, of minerals, or of manufactures, this city comprises a vast indigent Native population, some Native traders well disposed, but little exercised as yet in beneficence or public spirit, an increasing Eurasian element, slenderly provided for, not a few destitute Europeans, and a limited class of English merchants and public functionaries, on whom the burden of good works chiefly falls, but who are hardly competent to support it. A community so constituted, while making efforts commensurate to its means, might not unnaturally claim a greater share of the liberality of the State in the management of its poor than the flourishing capitals of the North. State assistance can, indeed, alone avert in this place the necessity of a tax for the support of the poor, an expedient apparently contemplated with approval by Sir Charles Trevelyan, but which I cannot regard without alarm, on account of the incalculable expenditure and social charges, here and elsewhere, which such a measure would eventually entail.

No. 5.—MAY 14, 1866.

Advocating the transmission to the Secretary of State of a memorial presented by the widow of Subadar Major Ramasawmy, Sirdar Bahadoor, praying for the grant of a pension.

I regret that I cannot entirely concur in the views expressed by the Members of Council in the case of Ramanjamah, the widow of Subadar Major Ramasawmy, Sirdar Bahadoor.

I do not think that any decision heretofore pronounced on the petition of the widow should debar her from access to the Secretary of State for India.

In the year 1853, the Subadar Major, foreseeing that, in the event of his death, his relatives would remain without any provision, petitioned Government that a pension should be granted to his widow.

The petition was not supported by Sir Richard Armstrong, on the ground that the Subadar had not rendered any particular or conspicuous service, and it was rejected by the Court of Directors.

The grounds on which the Court of Directors rejected the petition may possibly not appear conclusive to the Secretary of State for India. It may be that the Secretary of State would consider that a long course of consistent, gallant, and meritorious service affords a valid claim to favor, as well as isolated acts of adventure. The case is also now presented in a new aspect. When the Subadar petitioned, the period of his death was uncertain; it proved to be remote; the Directors could not know that at the time of his death his family would be left in indigence; they might have died before him, or they might, by misconduct, have forfeited all claim to consideration. The Court of Directors may not have deemed themselves justified in promising a pension in the dark. The case is now different. The Subadar is dead. His widow and most of his relatives are cast from a state of comparative affluence into a state bordering on destitution. The widow is 61 years of age; she can do nothing for her own support; she cannot be useful to others; she depends absolutely for life on a step-son who has himself a wife and three children, and who is a Clerk in a Government Office with £3-10-0 per month.

The late Subadar served for a period of 42 years in a variety of campaigns and affairs, in which the Mahratta War and the expedition against the Isle of France were the most conspicuous. His Commanding Officers bear testimony to his gallantry before the enemy, and to his zeal and capacity in maintaining the discipline of his Regiment. In granting an independent subsistence to the widow of this respectable Soldier, it seems to me that Government would confer, at little cost, a benefit of brief duration on one of a class who have a particular claim on our sympathy, and who are verging to extinction, the widows of those who served faithfully in the great War. The charge would not last long. It would not be an onerous precedent. The Secretary of State in his better judgment may not agree with me, but I think the memorialist should be permitted to solicit his decision.

No. 6.—MAY 21, 1866.

On the unsatisfactory state of the Regimental Lines at Royapooram.

My attention having been drawn, by Deputy Inspector-General Porteous, to the state of the Lines at Royapooram, in which the 3rd Regiment of Native Infantry is at present established, I inspected that locality this morning and left it with the impression which I now communicate to the Council.

2. The Royapooram Lines have long been in an unsatisfactory state with reference to situation; to the character of the lodging provided for the soldiers; to drainage; and to other sanitary arrangements.

3. The evils to which I allude have been aggravated by fires, which have, on two successive occasions, occurred in the Lines in consequence of sparks

carried from the engines on the railway which traverses the Lines. One of these fires occurred before the recent arrival of the 3rd Regiment from Burmah; the other since it entered the Lines.

4. The result is, at this moment, that the ground is covered with burned and semi-ruinous hovels, interspersed with others in a half habitable state, without a vestige of military array or apparent sanitary management. About one hundred men, with their families and their property, are lodged, in the midst of this dilapidation and disorder, in habitations liable to be levelled by a gale of wind, or drenched by a shower of rain, or consumed by a spark. Between five and six hundred men are scattered in the neighbouring populous quarters of the town, where they find their lodging as they please, and pay from twelve annas to a rupee and a half per month, in proportion to the numbers of their families.

5. The military authorities can best judge how far such a practice is congenial to discipline and duty.

6. It rests with the physicians to say in what degree this state of things is consistent with the health of the soldiers.

7. To every one it must be apparent that the men and their families must be subject to inconvenience and expense; and that, if this exceptional position should be unnecessarily prolonged by any want of action on the part of the responsible authorities, they might conceive a just dissatisfaction.

8. A visit to the regimental hospital proved to me that it was not in an exemplary state of cleanliness, in consequence, chiefly, of a want of new bedding which has been applied for, but which has not yet been supplied. The sick list is also more than usually heavy.

9. It will be desirable to determine at once whether the Lines should be removed to another locality or not.

10. If it is determined that the Lines may remain at Royapooram, they ought to be re-constructed at once in a substantial manner, with incombustible roofing and with proper provisions for comfort, order, and cleanliness.

11. This minute will be communicated to His Excellency the Commander-in-Chief, to the Officer in command at Madras, and to the Military Departments concerned, with the request that any reports or correspondence which may exist on this subject of recent date may be imparted to the Governor in Council.

12. The Sanitary Commissioner, by whom I was attended on my inspection, will no doubt make an official report to Government in connexion with this question.

No. 7.—MAY 1866.

Taking into consideration a recommendation to mercy on behalf of George Baker, a convict under sentence of death for the murder of Police Constable Kelly.

1. The convict, George Baker, was, on the 4th instant, tried before the High Court, was found guilty of culpable homicide amounting to murder, and was sentenced to death.

2. In returning their verdict, however, the Jury recommended the prisoner to mercy, on the grounds of the absence of premeditation to injure the victim of his criminal act before the prisoner saw him and fired the fatal shot.

3. In forwarding the verdict to the Governor in Council the Chief Justice did not recommend it to the favorable consideration of the Council.

4. Mr. Pycroft and Mr. Phillips, to whom the papers were first submitted, recorded their opinions that there were no extenuating circumstances in the case, and that the sentence of death should be carried out.

5. If my view of the case had been reduced to writing at that moment, it would have been conformable to the view of my Colleagues in the Council, but, before I had time to record my sentiments, an incident occurred which induced me to defer my decision, and led the Council to suspend the execution of the capital sentence.

6. I received from the Rev. Mr. Goodhart a communication addressed to the Governor in Council, alleging certain circumstances in the previous conduct and mental condition of George Baker, which appeared to justify an inquiry.

7. The inquiry was entrusted to Captain C. Hearn, Commissioner of Police, who, in the discharge of his duty, proceeded to Saint Thomas' Mount and Bangalore, and who, on the 14th instant, submitted the definite results of his investigations.

8. The documents connected with the inquiry, having been considered by the Members of Council, were submitted to the Chief Justice, who had conducted the trial, with the request that he would state to the Governor in Council whether, in his opinion, the circumstances thus elicited furnished any grounds for commuting the sentence.

9. The reply of the Chief Justice was forwarded to Council on the 17th instant, and on the same day the Chief Justice afforded the Members of Council the further benefit of his advice in a personal conference at the Council Chamber.

10. From the depositions which have been taken since the trial, I think that the following inferences may be fairly drawn:—

1. That the criminal, George Baker, had from time to time been abandoned to fits of drinking.
2. That indulgence in ardent spirits produced an unusual excitement and disorder in his temperament, which was naturally of a sullen and morose character.
3. That one of the results of the excessive use of intoxicating drink was to impel him to resist and injure persons who attempted to interfere with him and control his actions.
4. That during the day previous to the commission of the crime, Baker had been engaged in a debauch, which was not improbably continued during the night and on the early morning of the day itself, and of which the effects, though not discovered in the form of actual drunkenness, may still have been operating on the brain and temper of the criminal when he fired upon the native Policeman, and upon the deceased, an inference corroborated by the evidence taken on the trial.

11. There is no ground for believing that Baker was insane, that he had been subject to delirium tremens, or that in the intervals of drinking he was otherwise than a reasonable and responsible agent, though perhaps of a low order of intelligence.

12. From the statement of the Chief Justice, I gather the following opinion, viz., that if the depositions taken since the trial, considered with the evidence at the trial, leave on the minds of the Members of Council the impression that

the inflammatory action of drink, though not producing actual drunkenness, was likely to disorder the convict's brain and intellect to such a degree as to upset his rational self-control, and excite an impulse to inflict injury on any one interfering with him; that such was not improbably the condition of the criminal on the morning of the murder, and that he may have been without the power of self-control at the moment the deceased man presented himself, then, considering all the circumstances of the case, it is one in which the sentence may not improperly be commuted.

13. From the verbal explanation afforded by the Chief Justice I have received the following information:—

1. That the question for the consideration of the Council is really removed to this single issue—

“Was the criminal, at the moment of perpetrating the fatal deed, probably without the power of rational self-control in consequence of the effects of drink, or was he not?”

2. That although the fact of proved intoxication at the moment of committing murder cannot be permitted to debar the Jury from finding a verdict of guilty of murder, or the Judge from pronouncing sentence of death, that circumstance would, in England, undoubtedly weigh with the Crown in respect to the mitigation of the sentence, unless there was proof of malice and premeditation on the part of the criminal before the act of drunkenness.

14. The Chief Justice stated that he knew of no case in which a criminal had been executed for murder committed during intoxication without the evidence of antecedent malice or contrivance.

15. Having the depositions taken since the trial in connexion with those taken at the trial before me, and viewing them in connexion with the opinion of the Chief Justice stated in writing and verbally, I arrive at the following conclusion:—

16. I entertain the opinion that the inflammatory action of drinking may not improbably have produced on the mind of the criminal Baker such a sustained effect as rendered him, though not actually intoxicated, incapable of rational self-control at the moment at which he fired upon Kelly. And I am therefore of opinion that the extreme sentence of the law may be commuted to that of penal servitude for life.

17. I beg it to be understood that the only consideration that weighs with me in embracing this conclusion is the fact of the previous debauch, taken in connexion with what I believe to be the peculiar temperament of Baker. I see no evidence of personal malice, or of general criminal premeditation, before the commencement of that debauch.

18. If the condition of actual drunkenness without previous criminal premeditation is undoubtedly held in England to give a claim to the mercy of the Crown, although that drunkenness in itself be the voluntary and deliberate act of the criminal, it seems to me that the sustained excitement produced by an excess of drinking, taken in connexion with peculiar circumstances of constitution and temperament in the criminal, may do so too. After much painful reflection and hesitation, I have resolved to give the criminal the benefit of my doubt as to his power of rational self-control at the moment the murder was committed.

I can only hope that this act of mercy towards the criminal may not prove inconsistent with justice to society.

No. 8.—MAY 29, 1866.

Nominating certain Officers to fill temporary vacancies in the Military Account Department.

Major Gillilan having submitted an application to proceed to Europe on medical certificate, I have, after communication with the Controller of Military Accounts, decided on providing for the consequent departmental vacancy as follows:—

1st.—I propose to nominate Major Fasken, the Examiner of Ordnance Accounts, to act as Examiner of Commissariat, Clothing, and Stud Accounts, *vice* Major Gillilan—Major Fasken having previously and recently filled this office satisfactorily; and

2nd.—I propose to nominate Lieutenant-Colonel Alexander Stewart, Royal Artillery, to act as Ordnance Examiner, in succession to Major Fasken—Colonel Stewart having, in like manner, filled this office satisfactorily on a previous similar occasion.

2. In deciding on the above arrangements, I desire to place on record that as it is not consistent with the public interests to remove Major Rideout from the office of Pay Examiner at present, they are not intended in any way to prejudice the consideration of his claim to succeed to the office of Military Accountant, in the event of this latter office becoming vacant during my tenure of the Government, and

3. With reference to the Proceedings of Government marginally noted, as Major Touch, on the Controller's invitation, relinquished a good appointment to join the Military Account Department, in which he has afforded complete satisfaction, I reserve to myself the right of re-considering these temporary arrangements at any time in his favor, in case of the decision of the Supreme Government proving adverse to his continuance in his present office of Assistant to the Controller—Lieutenant-Colonel Stewart will be informed accordingly.

4. These arrangements being subject to the approval of the Right Honorable the Governor-General in Council, I propose that they be recommended to His Excellency for early confirmation accordingly.

No. 9.—JUNE 11, 1866.

Proposing certain alterations in the Plans and Estimates for the projected District Jail at Madura.

1. The estimate for the projected District Jail at Madura appears extravagant, and might, as it seems to me, be reduced in the following manner.

2. The external wall of the Jail inclosure should, in lieu of stone and brick, be constructed of sun-dried brick. The same rule should be applied to the latrines, cooking-sheds, work-sheds, provision store, dead-house, and other accessory buildings, leaving the store and office, the hospital, and the wards to be constructed in the more substantial method.

3. It is also suggested that in all the accessory buildings, and perhaps throughout, palmyra wood might be employed instead of teak for roofing.

4. The amount of interior palisading might for the present, at least, be considerably reduced. It might be suppressed round the hospital and the garden, and in the central group, except for the separation of the female quarters from those of the men.

5. The systematic use of convict labor heartily and intelligently adopted, conformably to the rules laid down by the Supreme Government, would produce a far greater economy of expenditure than the sum inserted in the estimates, one thousand rupees, which has been probably introduced designedly to discourage the adoption of this system.

6. It is hoped that the retrenchments mentioned above, and the application of convict labor, will bring the outlay on this Jail within 70,000 rupees, in lieu of one lakh and four thousand. The Executive Engineer should be directed to furnish a revised estimate on the basis laid down above.

7. The following alterations of the plan are, at the same time, proposed for consideration.

8. The cells for lepers and lunatics should be separated, and built at opposite sides of the hospital corner. A separate well and washing place should be provided for the lepers.

9. The latrines for the women should be removed from those of the men, and should be constructed on the side of the inclosure next to the female wards, near the vegetable garden.

10. A well should be dug in the centre of the radial blocks, near the store and office, or in some other convenient place, so that the hospital and the garden may have their wells apart.

11. The external wall should be carried round the great latrines, and the latrines should be masked by a light fence, if any class of the prisoners are allowed to go to the latrines without a guard.

12. Ridge ventilation should be provided for the work-sheds and latrines, as well as for the wards, and there should be apertures at the end of the wards for ventilation, as well as on the sides, if this is not provided by the plan.

13. The dead-house should be brought within the inclosure, and placed in an isolated position against the inclosure wall, opposite the Debtors' ward.

14. The construction of the Jail should be commenced immediately, on the site near the Dindigul road, which does not appear to be exposed to any valid objection.

15. The first object will be to house the convicts, who are capable of useful labor, on the ground. They will begin by building the inclosure wall and the latrines, and by digging the wells; then they will build the kitchens, the hospital, the store-houses, the quarters for the debtors and females, and, last of all, the wards for convicted prisoners, so that the old Jail may be evacuated and disposed of as soon as possible.

16. If skilled labor of the various kinds required is not to be found among the convicts at Madura, it will be supplied by drafts from other District Jails.

17. It ought to be impressed on the Executive Engineer and on the Superintendent of the Jail that the Government is determined to enforce the employment of convict labor in the construction of this and other Jails, to the full extent contemplated by the Supreme Government, both with a view to economy

and in order to take the convicts with the least possible delay from their previous infected habitations. In order that this system may be carried out without exposing the convicts to unnecessary hardships, and to dangers as bad as those from which they are withdrawn, the Executive Engineer and the Superintendent will take the greatest care, in hutting the convicts, to make provision for drainage and cleanliness, and especially for removing excrement and offal, and burying them far beyond the limits of the inclosure wall of the Jail.

18. The Medical Officer should also report whether, with a view to the work on which the convicts are now to be put, any change of dietary is advisable.

19. It is intended to lay out about 30,000 rupees on the Jail buildings during the present year, besides the sum requisite for hutting the convicts, and it is desired that all the buildings should be completed within two years from the present time.

20. A report should be made to Government respecting the price which the old buildings would fetch if offered for sale, and if not, to what public purpose they might be usefully applied.

No. 10.—JUNE 18, 1860.

Concerning the unsatisfactory state of the lodgings in Black Town inhabited by the Warrant and Non-commissioned Officers attached to the Ordnance Department in the Fort, and advocating the provision of suitable accommodation for them by Government.

The recent death by cholera of a valuable Non-commissioned Officer attached to the Arsenal, and of ten children belonging to families of the same class, has drawn my attention to the manner in which the latter are provided with lodging at this Presidency.

2. With two or three exceptions, the Warrant and Non-commissioned Officers of the Ordnance Department inhabit houses in Black Town, for which they pay rent.

3. To most of the grades in this branch of the service no direct allowance for house-rent is made; but, when the same grades are supplied with public quarters, deductions are made from the "tentage" money to which those grades are severally entitled, and the amount of such deductions may, therefore, be regarded as the amount of house-rent allowance virtually awarded to them.

4. The following is a statement of the establishment at Fort Saint George, with a specification of the sums directly appropriated, or which we may consider to be appropriated, for house-rent to the several ranks, and which would constitute a saving to Government if the recipients were provided with public quarters:—

		RS.
2 Deputy Assistant Commissaries	at 25 rupees each	50
15 Conductors	at 15 " "	225
13 Sub-Conductors	at 9 " "	117
1 Assistant Supervisor	at about 9 " "	9
* 2 Assistant Overseers	at 6 " "	12
* 16 Staff Serjeants	at 10 " "	160
		Monthly 573

* The grades marked thus * receive direct allowance for house-rent

5. The difficulty of obtaining wholesome lodging in town at a moderate distance from the Fort has long been noticed, and the mortality in the families of the Non-commissioned Officers thus situated has been brought under the consideration of Government. These facts were, I believe, undisputed. I have, however, visited several of the dwellings in question, with a view to satisfy myself by personal inspection that the Non-commissioned Officers do actually disburse the full amount, at least received by them, for house-rent; that the lodgings occupied by them are really unhealthy; and that the inconveniences and dangers endured by their families are the unavoidable result of local circumstances.

6. I am now convinced that the statements circulated on this subject are perfectly well founded.

7. The allowances received by the Non-commissioned Officers for house-rent are insufficient. In all or almost all cases the sum paid exceeds the sum received. There is no reason whatever to believe that the families of these men suffer from any want of liberality on their part. Where the allowance is 9 or 10 rupees, from 12 to 16 rupees are commonly disbursed. Where the allowance is 15 rupees, as much as 25 rupees are appropriated for this purpose.

8. The lodgings which I saw are not in themselves uncomfortable or ill-constructed. The common form of house in Black Town is not a bad form. But the houses when situated in the subordinate streets are, for the most part, so contaminated by the stench of the polluted soil and of the open drains, that they seem on the ground-floor scarcely fit for habitation. On the upper stories, the air if not so offensive cannot be salubrious. Some of the houses have no upper stories. During the night the exhalations are more pernicious than during the day. I visited the locality at the most favorable hour.

9. There is abundant medical testimony to prove that such a state of the atmosphere must generate disease in the European constitution, and common experience confirms it. The evils to which this meritorious class of Soldiers with their families are subjected are real, and depend on circumstances beyond their control. It is, therefore, the duty of Government to come to their relief.

10. The most natural suggestion would be to increase the allowances for house-rent, so that the men might go elsewhere and find better lodging. This remedy was proposed before, and was rejected by Government, in my humble judgment, on insufficient grounds. I would increase the allowances; for in this way some good might be done. But it would only be a palliative. The best lodging in Black Town would still be an unsatisfactory lodging. If the men went further, they would not be able to come to their work at the Fort on foot in the sun, and they would be so scattered that they would not combine for the purpose of keeping a common carriage. All that could be gained by an increase of allowances would be that the men would receive as much as they pay, or that those who now take the lowest sort of lodging would take the better sort, and that those who now take the better sort would take one better still. They would, however, probably remain in the back streets of Black Town, and that is where they ought not to remain.

11. The only satisfactory course for the Government to pursue, as it seems to me, would be to provide the Warrant and Non-commissioned Officers of the Ordnance Department with public quarters, which is done, as I am assured, at Calcutta and at Bombay. It cannot be done in any existing buildings belonging to this Government. Public quarters would, therefore, have to be constructed.

12. With a view to the eventual execution of this plan, I propose that the Secretary for the Department of Public Works should be instructed to prepare a rough design and estimate for the construction of forty-five* quarters for married men, not in one great public building, but in a homely manner, in the form of blocks of cottages, each containing two or four quarters. Such buildings might probably be erected on the skirts of the Chepauk compound, well exposed to the sea breeze, and if built of ordinary materials in a cheap manner, need not, I trust, cost more than 1,500 rupees per quarter. For the whole outlay of 67,500 rupees, the State would receive, in the shape of deductions from the pay of the men, upwards of 5,000 rupees per annum—a very ample rate of interest.

13. It may be urged, I am aware, against my present proposal, that the Arsenal, with all that belongs to it, is destined to be removed eventually to Saint Thomas' Mount. That project, however commendable, is still remote. I do not think that it affords a sufficient reason for deferring a desirable and practicable work. Nor would the buildings, in any case, be thrown away. If not required by the persons attached to the Ordnance Department, they might, no doubt, be used hereafter for the students of the Engineering College, or in connexion with some other department of the public service.

14. A comparative statement will shortly be submitted to Government by the Controller of Military Accounts, showing the position of the Warrant and Non-commissioned Officers attached to the Ordnance and Commissariat Departments in the three Presidencies.

No. 11.—JUNE 22, 1866.

On the same subject.

On the 20th instant I submitted a minute concerning the unsatisfactory state of the lodgings in Black Town, inhabited by the Warrant and Non-commissioned Officers attached to the Ordnance Department in the Fort.

2. I have since received the accompanying memorandum from the Sanitary Commissioner, setting forth in greater detail the amounts of house-rent paid by the several grades in this branch of the service, as well as the rates of mortality which have occurred during the last five years.

3. The information thus supplied confirms the impressions already expressed by me, both in regard to the inadequacy of the allowances made to the Warrant and Non-commissioned Officers, and to the fatal influences to which they and their families are subjected, by the noisome condition of the localities in which they unavoidably live.

4. It would give me great satisfaction to learn that, by a temporary increase of allowance for house-rent, those who are now worst lodged could be shifted to better quarters; but I am satisfied that the only complete remedy would be by the construction of Government quarters in the localities indicated by Mr. Ellis.

* There are forty-nine Warrant Officers and Non-commissioned Officers on the establishment; but two are lodged in the Fort, and two or three are reported to be unmarried men.

Advocating the elimination of the Military element from the General Hospital and the construction of a separate Military Hospital on an appropriate site.

In affixing my sanction to the distribution of the General Hospital proposed by the Sanitary Commissioner and the Officiating Principal Inspector-General, I think it right to state that I do so as a temporary arrangement merely, and I avail myself of this occasion to advocate the execution of a plan which would give a more restricted, but a permanent and more satisfactory, form to the institution.

2. The General Hospital, as now constituted, comprises accommodation for the sick of the European force in garrison at Madras; for details from other European Regiments; for their women and children; for European Officers; for the miscellaneous sick of the European and Eurasian communities, and females of the same classes; for European Seamen, and Seamen of other races; for strangers of every quality and color, and of both sexes; for Natives of the city and the country, men and women;—and the Hospital is also used as a place of temporary refuge and security for insane persons of all nationalities.

3. An institution so comprehensive would never have been deliberately constructed; it is the creation of accidents, expedients, and accumulation—not of intention. It would supply legitimate materials for at least four Hospitals—a European Military Hospital, a European and Eurasian Civil Hospital, a Native Hospital, a Seaman's Hospital. The occasional insane should, of course, go to the Lunatic or Idiot Asylums affected to their special treatment—institutions which can scarcely be said to exist in this Presidency.

4. Such a discrimination is now impracticable. The Government are irrevocably committed to the employment of this vast building, almost completed, for Hospital purposes; and, as no single class of sick would half fill it, all its defects can never be remedied. Some of the inconveniences of a mixed establishment will still subsist, but the greatest inconsistency can be removed.

5. The only distinction, in my humble judgment, possible at this stage, is the one indicated by the Sanitary Commissioner and the Inspector-General—the broad distinction of Civil and Military. A complete separation of these elements would enable us to have a good Civil Hospital and a good Military Hospital, in lieu of an indifferent establishment comprising both.

6. The general objections to the association of a Military Hospital with a Civil one are obvious, and they are strengthened by the particular features of the example under review.

7. Soldiers are always subject to Military discipline and law, in Hospital as well as out of Hospital, but it is difficult to maintain the habits of discipline and subjection in a heterogeneous place exposed to disturbing influences.

8. Soldiers in Hospital are a legitimate object of solicitude to their Commanding Officer, as well as to their Medical Officer, and the attention of the Commanding Officer (if he is a good one) will no doubt be bestowed, if the locality be of a congenial character, where an undivided authority reigns with something of Military symmetry and order. But if the Military sick be placed in connexion with a mixed multitude of patients, the Officer will naturally be repelled; his duty will be unperformed, or coldly performed; the state of the soldier will deteriorate; there will be a diminution of those good offices, and a

relaxation of those moral ties, which it is desirable to develop and strengthen. Even the Medical Officer will lose heart, and feel less pride in his work.

9. The deprivations and tedium of hospital life cause soldiers to seek forbidden indulgences; and the contact of vagrant, uncontrolled, irresponsible civil associates affords many opportunities for obtaining them.

10. The contact of soldiers with a numerous body of sick drawn from the civil population, massed together in a single building, may expose them to epidemics and contagious maladies, from which they would be preserved if they were lodged apart in sickness as they are in health. The life and welfare of all citizens concerns the Government; but the life and welfare of the soldier concerns the Government most, because the soldier is the most costly and indispensable servant of the State, the one on whom the State expends most, and for whom it is most directly answerable. The soldier, therefore, ought to be first cared for and least exposed.

11. The diseases, medical treatment, dietary, habits, and legitimate recreations of the European Military sick and convalescent must offer many peculiar features, and necessitate many exceptional arrangements, which cannot be so well provided for and regulated in a mixed institution as in one appropriated solely to the use of soldiers.

12. If we pass from general to local considerations, the following reflections are suggested:—The position of the General Hospital is not favorable to the recovery of European sick, or, at least, not so favorable as might be desired. Soldiers have been known to contract a new malady while they were being cured of an old one, and the new malady originated in local causes. The Hospital is exposed on one side to the exhalations of the River Cooum, which is still the open receptacle of general sewage, and those exhalations are borne into the windows by the sea breeze, which thus has disease, not healing, on its wings.* On the other side, the hospital is closely approached by the physical and moral contaminations of Black Town.

13. The General Hospital is a spacious, airy, imposing structure; to an unpractised, unprofessional eye, it appears a most fitting receptacle for the sick, nor am I prepared to affirm that it deserves in all respects the reprobation with which it has been loaded. It is certain, however, that, in several particulars, the distribution of the building violates the rules laid down for Military Hospitals by the Sanitary Authorities and the Supreme Government. It may be objected that the defects of position and design referred to are prejudicial to other European sick, and even to all sick, as well as to the Military class. That is undoubtedly true, and we may hope to see the evils complained of mitigated for all, by the drainage of the city and by other sanitary reforms. The Cooum and Black Town may be purified hereafter, and the Hospital will participate in the general benefit. In the meantime, however, one class can be withdrawn from the operation of such unwholesome agencies more easily than the rest—the class most susceptible of being affected by them, and to which Government is under the greatest obligations, both by positive regulation and by policy. It is open to Government to act at once on behalf of the Army without injustice to the civilians, whose interests will assuredly not be lost sight of.

* The fact is attested by an official report from a Physician, who affirms the pernicious effect of the air from the Cooum in the hospital and in his own private house adjoining.

14. If the union of the Military Hospital and the Civil Hospitals under one roof is necessarily productive of prejudice to the Military sick, the system is also obnoxious to the Civil establishments.

15. The presence of European soldiers is probably repugnant to the feelings of the Natives of the country who are treated in the Hospital, or who resort to it for advice, as well as to their relatives and families who come to visit them and supply them with water and sustenance. The Natives are easily alarmed, and in this way they may perhaps be discouraged from entering an institution which we desire to render hospitable and attractive.

16. Nor will the same cause fail to produce an unfavorable, though perhaps an insensible, effect upon the Medical Officers of the Civil Department.

17. They will be oppressed by the predominance of the Military establishment, with its Medical Officers, favored patients, administration and attendants, claiming and obtaining the best share of patronage and attention. Their position will not only be divided but subordinate. The two managements will not work under one roof without some confusion and conflict. Under such a scheme there never can be the happy results of a single intelligence and a single will. This is not a mere speculative objection. The evils of divided authority were very apparent in the material condition of both Departments when I first inspected them. I do not venture to impute to the Medical Officers, either of the Civil or Military Hospitals, any professional incapacity. They are, no doubt, competent Physicians and Surgeons, and they act under competent supervision. The treatment of disease may have been irreproachable; but, without descending to particular neglects and imperfections, I may remark that there was something slatternly and sordid in the furniture and general aspect of the whole place, which I mainly refer to that indifference which is unconsciously inspired when a man feels that the sole power, responsibility, and credit are not his own. I was concerned to see the Hospitals in that condition, and I would have been ashamed to show them.

18. It would be idle to enlarge further upon the disadvantages contingent on the combination referred to. They are recognized on all hands. There is not one Civilian who does not desire to be parted from the soldiers, and not one Soldier who does not desire to be separated from the Civilians. Nor do I think it necessary to apply much argument in proving that the desired division should be effected by the elimination of the Military element from the General Hospital. It is the smaller body; it will be most benefited by accommodation elsewhere. The Military sick could not fill half the General Hospital alone, nor would they harmonize with any of the other classes comprised in it. The Civil patients of European and Eurasian birth could, on the other hand, be combined with tolerable success, while the departure of the Soldiers would give room for the complete segregation of the Native patients, to whom I would propose to award, not a complete story of the building, but a separate portion, comprising both stories, with separate access, grounds, stair-cases, and accommodations of every sort adapted to their peculiar habits.

19. If it be determined that the European Military Hospital shall be taken out of the General Hospital, and be transported elsewhere, it remains to be settled in what locality the new Military Hospital shall be erected.

20. Only two sites available for this purpose are at the disposal of Government—that portion of the sea-front of the Chepauk ground, which extends from

the Marine Villa to the Revenue Department, and the triangular space in the esplanade adjoining the parade ground extending behind the Statue of Sir Thomas Munro to the burying grounds, and bounded by three public roads.

21. The former of these localities is recommended by a position perfectly isolated, open, and exposed. It is swept by every wind; it is public and cheerful; the soil is dry, yet it abounds in water fit for washing purposes. The objections are that it is rather more distant from the Fort than the other; that at a certain period of the year, when the sand bar at the mouth of the Cooum is cut, the distance is greatly increased by the necessity of making a long *detour*; that the ground is contracted; that it would be difficult to dispose all the buildings in proper profile, without taking up part of the Park attached to Government House, which would cut off the Park from direct contact with the beach; finally, that the buildings would form a screen between the sea and Government House, which would intercept the breeze when it blows from a certain quarter.

22. I may here observe that I would object to any portion of the Park belonging to Government House being alienated for the purpose referred to. The Park has a very narrow sea-face between the Cooum and the Chepauk ground. It ought not to be diminished. But I would not object to the Hospital buildings being erected on the contiguous Chepauk ground. I presume that there would be no actual danger of infection from the Hospital. It might not be an agreeable or ornamental object, but the inconvenience would be more imaginary than real. The buildings, being disposed in separate blocks, would not materially exclude the sea breeze. The ground is public ground, and, as such, is at the absolute disposal of Government for the best purpose to which it can be applied.

23. If the buildings impaired the pleasantness of the Governor's residence, the Governor might be satisfied by the reflection that the sacrifice was made on behalf of those who have a strong claim on his sympathy—the Military sick.

24. The site on the esplanade is more compact and much more extensive. It is indeed of ample dimensions; it is dry and contains good water; it is free from all contact with the town, open to the sea breeze from the east, south-east, and south, and possesses an agreeable view on the parade; the access to the Fort is short, direct, and never intercepted. On the other hand there are some palpable drawbacks—one side is bordered by the public cemeteries, and the River Cooum surrounds the whole locality at some distance. In the opinion of the Sanitary Commissioner and the Inspector-General, verbally imparted to me, the disadvantages referred to are transitory and unimportant. The cemeteries can be closed, and ought to be so for general motives of public health. The branch of the Cooum which flows between the site and the prevailing sea breeze from the south-east is the least polluted part of the river, and the Cooum itself is to be cleansed hereafter.

25. There appears to be a preponderance of opinions in favor of placing the Military Hospital on the esplanade. The Council will decide the question after proper inquiry and comparison.

26. The expenditure involved in the execution of the proposed scheme would be considerable, but it would not be without some compensation. The removal of the Military Hospital would leave so much space for Native patients that it would be possible, and indeed desirable, to close the Dispensary Hospitals of Vepery and Chindrapettah, and perhaps the Hospital for eye diseases, trans-

porting their inmates to the General Hospital. The buildings of the Vepery Dispensary and the Hospital for eye diseases are hired by Government at an aggregate rent of Rupees 4,200 per annum; that sum would be saved, and a further economy would be effected, by the consolidation of the establishments. The building in Chindadrappettah belongs to Government; it would be available for the Vaccine Department.

27. The consolidation of the small Native Hospitals would afford an opportunity for revising those institutions, which are in some respects in a state of nature. They cannot be seen without curiosity and pity. It would not be credited in Europe that establishments maintained by Government could be so simple and so bare. In the Hospital for eye diseases, ably directed by Dr. Smith, and justly popular in the country, the Physician occupies the spacious and airy house hired by Government, while the patients lie in wretched out-houses or godowns, half-ruinous places. In none of them is any attempt made at uniformity of furniture or clothing, and little at cleanliness in either respect. I must except the Lying-in Hospital, in all essential respects an excellent and successful institution. There the principle of personal uniformity has been enforced by keeping the Native women naked. They have lain under their coverlets in a state of nudity, lest they should sit upright or rise too soon.* I believe that this primitive discipline is to be abandoned. The kitchens and latrines† attached to the Native Hospitals are for the most part in a deplorable state, though with some exceptions. It must be difficult under these circumstances either to secure a proper adaptation of diet to disease, or to maintain a good sanitary order. It would be superfluous to introduce all the apparatus and conveniences of a European Hospital among the sick of this country, whose indigence, frugality, and caste prejudices render many things superfluous and many things impracticable. But there might be neatness, purity, and beauty associated with the humblest state of life and manners. The organization of a model Native Hospital‡ as a separate department of the General Hospital, with a fitting adaptation of European science and regulations to the Native constitution and customs, would be a design of peculiar interest. If perfected here, it would offer a pattern to the whole country. In offering these reflections on the Native Hospitals, I do not mean to imply that they are contemptible or useless; on the contrary, they have afforded to the Natives of the country a resort and refuge of the highest value, where their feelings have been respected, and where they have been treated with humanity and skill by Medical Officers whose exertions cannot be too highly praised. I merely mean that these Hospitals have been defective in material organization, and that the time has come to raise them above this meanness and neglect.

28. The removal of the Military Department of the General Hospital would also afford to the Medical authorities the means of providing, both for the remaining patients, and for the students of the adjoining Medical College, those accommodations which form part of a perfect hospital establishment, but which

* As this may sound incredible, I may say that the Matron told me so, and the Deputy Inspector-General confirmed it.

† A specimen of an excellent Native latrine may be seen at the Monegar Choultry Hospital, under the direction of Dr. vanSomeren. Bad ones can be visited at the Vepery Dispensary and the Hospital for eye diseases. The Medical Officers are not responsible.

‡ Such a model Native Hospital has been constructed by private benevolence at Bombay.

have been deficient up to the present time. I believe that there has never been a Lecture-room, or an Operating-room, at the General Hospital of Madras. Perhaps there has never been an Operating Table. At least, I was told there was none when I asked the question.

29. The recommendation embodied by the Sanitary Commissioner in his letter to Government of the 2nd of June, to the effect that the present roadway of Hospital street should be thrown into the Hospital enclosure, and that the houses bordering on it should be purchased and removed, is worthy of the favorable consideration of Government, but, as this project involves the expenditure of a large sum of money, I agree with Mr. Ellis in thinking that it should be postponed to the more important design of constructing the New Military Hospital.

30. In conclusion, I submit to Council the expediency of adopting resolutions to the following effect:—

- I.—That it is desirable to remove the Military Hospital from the General Hospital, and to re-construct it apart on an appropriate site.
- II.—That the Sanitary Commissioner and the Inspector-General of Hospitals be charged with the duty of reporting to Government on what site a New Military Hospital can be most advantageously built.
- III.—That the Secretary for the Department of Public Works be directed to prepare plans for the projected Military Hospital and its dependencies, conformably to the models and regulations prescribed by the Home and Supreme Governments.
- IV.—That the documents and plans relative to this question be submitted to the Supreme Government, with the request that an appropriation may be made for this object in the budget for Military Public Works for the year 1867-1868.

No. 13.—JULY 10, 1866.

Reviewing the requirements of the Madras Presidency in the matter of Jail accommodation and pointing out the expediency of providing funds for the commencement of a Lunatic Asylum at Madras.

The defective condition of the Jails in this Presidency has long been attested by a death-rate which might well touch the conscience of a Government which admits its duties in reference to the life, welfare, and reformation of criminals.

2. Measures for the correction of abuses, which constituted a reproach to civilized administration, have been for years past contemplated, and in part embraced, by the Government of Madras; nor has their solicitude been unshared by the Supreme Government, which pledged itself, in Mr. Secretary Bayley's letter, of June 23rd, 1864, "to make the necessary provision of funds for giving early effect to any carefully matured proposals for increasing Jail accommodation, wherever it is now manifestly insufficient."

3. Conformably to the principles thus avowed, the construction of six Central Jails has been sanctioned in this Presidency at the following places: Salem, Coimbatore, Rajahmundry, Cannanore, Vellore, and Trichinopoly. At the same time, it has been determined to repair, develop, and improve almost all the

District Jails in the country, and to rebuild several. The local lock-up houses and places of preliminary detention, though most insufficient, have necessarily been left for after-consideration. From time to time some palliatives are sanctioned for evils which it is impossible at present radically to remedy.

4. When the construction of the projected six Central Jails has been completed, it is estimated that these establishments, in connexion with the improved District Jails, will afford proper and sufficient accommodation for about 9,000 prisoners, the number which the Presidency may probably furnish, but which, as a yearly average, has not yet been attained.

5. The perspective of Jail improvement which is thus open would be satisfactory if there was any security that the end desired would be certainly and rapidly attained; but this is not the case. The design, which was pushed forward at first with benevolence and ardour, is in some danger of being arrested.

Little has been sanctioned for the present year. It becomes my duty once more to record the wrongs and sufferings of the prisoners in our charge; to point out what can be effected for their partial relief from local resources; and to urge the Supreme Government to redeem its promise by sanctioning a larger expenditure than that which we can independently undertake.

6. The Central Jail at Salem is alone completed. That of Coimbatore is nearly terminated. The buildings at Rajahmundry are about half finished. At Cannanore, Vellore, and Trichinopoly nothing has been done.

7. It would be unjust to deny the benefits which have been already conferred even by the works commenced. The pressure on certain District Jails has been materially lightened by the drafts of prisoners employed on the construction of the new buildings, or transferred to them for confinement. Many lives have probably been saved in this way. In some places the mortality, which had attained disastrous proportions, has sunk to something like a normal death-rate.

8. It would, however, be an error to suppose that the relief hitherto procured is such as to justify the Government in relaxing its efforts to obtain Jail accommodation fully commensurate for the wants of the Presidency. On the contrary, the two last years have witnessed in the Jails of Madras both a continuous loss of life from various maladies indigenous to neglected prisons, and sudden out-bursts and ravages of epidemic disorders in these institutions, which cannot be recorded without deep concern, and which are certainly susceptible of being restrained.

9. With the view of illustrating these evils, the accompanying return has been prepared, with reference to nine Jails which seem most subject to a high death-rate, either chronic or occasional. It shows the rates of mortality during the last four years, calculated on the average daily number of prisoners; the classes in which such mortality has occurred; and the diseases by which it has been caused.

10. It will here be seen that for these four successive years, respectively, the average annual death-rate in these nine Jails has been 11, 15, 20, and 21 per cent. The highest death-rate reached in any year in any single Jail was at Calicut, where the loss was nearly 55 per cent. on the daily average. The same Jail shows the highest average death-rate in the four years, upwards of 31 per cent. It is, however, followed at no great distance by Tellicherry, with a culminating death-rate of 41, and a mean death-rate of 24 per cent.; by Rajahmundry with 42 and 22 in the same categories; and by Madura with 28 and 18 per cent.

The mean annual death-rate in the nine Jails struck on the four years is nearly 17 per cent.*

11. In instituting a comparison between the death-rate in Jails, and that of other classes of men, it would not, however, be strictly correct to adopt, as the basis of comparison, the death-rate calculated on the daily average number of prisoners; for the population of a Jail is a transitory and fluctuating quantity, and on the whole year many more than the daily average are brought under the influence of Jail life and discipline, for good or evil.

I do not possess any scientific formula for calculating the rate of mortality under these circumstances, so as to bring it accurately into juxtaposition with that of other bodies of a more stable, though not of an absolutely stationary, character, such as a regiment, or the inhabitants of a parish, or the population of a country. I conceive, however, that if to the daily average number about one-third be added, in consideration of those who come and go, and if, consequently, the same proportion be subtracted from the death-rate calculated on the daily average number, it would be a liberal allowance. I will, therefore, as the basis of comparison, assume the average annual death-rate in the nine Jails under consideration, not to be 17 per cent., but, in round numbers, to be 12 per cent. This rate of mortality is seven times greater than the mortality of a European Regiment in the Madras Presidency; it is twelve times greater than that of a Native Regiment in Cantonments; it is fifteen times greater than the death-rate in a well-managed Jail in England; it is fifteen times greater than that of the common civil population in England. The death-rate among the miscellaneous inhabitants of an Indian city has not been very exactly ascertained. It is estimated, on returns little worthy of confidence, to be rather more than 10 per thousand; if we assume it to be 12 per thousand, the death-rate of the Jail is still ten times greater than that of the town.

12. Such being the actual and comparative death-rate in the bad Jails of the Madras Presidency, we may naturally inquire what the normal death-rate ought to be in a Native Jail under a good system of management. The reply may be deduced from analogy, or supplied from experience.

13. In England, the death-rate in prisons does not exceed that of the general population of the most favorable age. It is less than in the Army. Prisoners have considerable advantages with regard to the maintenance of health compared with other men. Good lodging, sufficient food, light work, regular medical assistance, enforced sobriety, protection against contagion from without, and the power of removal in case of necessity, ought to place them in a superior sanitary position to the lower orders of the general population; on the other hand, the depression of spirits incidental to confinement is a predisposing cause of sickness, and the pressure of numbers in a limited area may render the progress of infectious disease at first more rapid and fatal if it once breaks out. The influences favorable to prisoners ought not to be less operative in India than in Europe. If the effects of change of climate and diet† be narrowly observed, I cannot see

* In the year 1864-65, the death-rate on the average daily number of prisoners in all the Jails of the Presidency was 12½ per cent., 998 deaths on 7,855 prisoners; but the average daily strength is not a proper basis for comparative statements.

† A gang of nearly 500 convicts was employed at the Lawrence Asylum Works on the Neilgherry Hills in the year 1864-65. Of this number 128 died in the year, chiefly of scurvy and ulcers caused by bad food, by an uncongenial climate, by exposure, and, I suspect, by labor in irons. This shocking mortality lies at the door of those who selected the drafts from the Jails in the plains, and of those who made no sufficient preparation for their reception on the Hills. After this sacrifice of life, proper measures were taken for the diet, protection, and treatment of the convicts. The gang is now very healthy.

speculatively why the death-rate among this class need be higher than that of the miscellaneous population, viz., 12 per thousand. Yet, as the Native constitution may possibly be more susceptible of deterioration by confinement than the European, as our experience is of short date, as the means of organization and control are less perfect here than in Europe, and as, with the best intentions in the superior authorities, there will still be errors and abuses in the subordinate management, I am willing to concede that the mortality in a Native Jail might rise to an average of 20 per thousand, or 2 per cent. As in the Jails under consideration it is 12 per cent., if the basis of my argument be sound, 10 per cent. are destroyed by the neglect of Government.

14. The same conclusion is warranted by experience, that is, by the results exhibited in the healthiest Jails of the Madras Presidency. In the prisons at Guindy, Tanjore, and Vellore the mortality in the years 1863-64 and 1864-65 was from one to two per cent. There are examples of the same low rate in other places; yet no exceptional intelligence or care seems to have been exercised in those places, nor do they enjoy any extraordinary privileges of position.

15. The causes of the great sacrifice of life in the Madras Jails are defects in the buildings, attacks of epidemic diseases, and a general inadequacy of space.

16. Defects of position and construction are so numerous and general that it would be superfluous to analyze and enumerate them. They are set forth in detail in the report addressed by the Inspector-General and the Sanitary Commissioner to Government, under date of 10th April 1865, and in previous communications on the same subject. In some places the Jail is placed in the casemates of an old fort, or it is in the centre of a town, or it is intersected by a public road, or it is the adaptation of a barrack or of a Native rest-house, or of a private dwelling. In all the old, and in some of the recent, buildings provisions for ventilation have been neglected; in almost all, subsoil drainage has been deficient; in some, there has been no hospital; at some, there is no garden or recreation ground; in some the soil is so tainted by excretions, and the walls so saturated with disease, that the place is incurable, and must be abandoned; in some there is a mysterious liability to sickness, that cannot be explained by apparent material facts. The death-rate is not always highest where the locality or the structure is most objectionable.

17. If epidemic disease were a powerful agency in raising the death-rate, that might be in a measure consolatory to Government; for the apparition and destructive power of cholera are sometimes beyond human anticipation and control. But an inspection of the return will not wholly justify this reflection. There are undoubtedly occasions on which cholera suddenly breaks out, claims its victims, and as promptly vanishes.

In the years 1862-63 and 1863-64, there was not one single death from cholera in the Jail at Nellore, and in other respects it was unusually healthy; in 1864-65, 95 persons were swept off by the disease; in 1865-66, the mortality from the same cause declined to 4. At Calicut, in 1862-63, there were 86 deaths by cholera; in 1865-66, 40 deaths; in the two intervening years none at all. At Tellicherry there were for three years no deaths by cholera; in the fourth year there were 22. As a general rule, however, when cholera does come, it is most fatal in Jails which are otherwise unhealthy, and it is often found, as at Calicut and Tellicherry, in its greatest virulence associated with dysentery, fever, and anasarca, which is the result of Jail diarrhoea. Jail reform will not extirpate

cholera; but the locality will be less congenial to the malady, and the sufferer will be better able to resist it.

18. After all, it is satisfactory to observe that the defects of construction and situation, and the deadly visitations of epidemic disorders, are mere auxiliary forces in producing the death-rate. The main agency is over-crowding. The prisoners perish by impure air. If this cause implies most reproach to Government, it is also the cause most easy to subdue. Government has only to build more Jails, and the prisoners will be saved. It is a simple question of arithmetic: we can redeem so much life with so much money. At the close of the year 1864-65, 8,120 persons were confined in Jails, which, according to the standard of the Supreme Government, contained accommodation for 4,492. There was, therefore, an excess of 3,628 prisoners, who were doing injury to each other and to the normal number. The pressure may not have been quite so great during the past year, for prisoners have been placed in the Central Jail at Coimbatore, and there are gangs of convicts established for labor at various points of the Neilgherry range. The death-rate of 1865-66 was, however, rather larger than the death-rate of the preceding year; the number of prisoners has increased, and it will probably increase still more under the pressure of the prevailing scarcity of food. At certain periods of the current year there will probably be not less than 3,000 prisoners thrust into habitations already full. I need not add that the general excess of prisoners over the general capacity of the Jails affords no accurate picture of the local mischief occasionally inflicted. In particular Jails, at particular moments, the actual number of inmates, compared with the legitimate space, is much higher than the general disproportion, and the distressing effects may easily be conceived. There is an example of 195 being confined where the proper number would be 53; another of 499 being lodged in the room adapted for 175; another of 347 being received where 117 was the normal strength. It would be idle to multiply instances. The deadly effect of crowding is not a mere speculative inference. It is practically demonstrated by the salutary result obtained by thinning over-peopled Jails. The Jail at Rajahmundry is calculated to hold 77. The average number confined in it, during the last quarter of 1865-66, was 120. There were 14 deaths in ten months and ten days. On the 10th of April, 60 were drafted out to the works at the Central Jail, and vigorous measures were embraced for purifying the building. The mortality instantly disappeared. For six weeks there was not a single death, and on the 29th of May the report showed a strength of 102 with 1 man sick. At Calicut the average number confined during the same quarter in a prison adapted for 260 was 328. In the three months, 34 died without a single case of cholera. In April, however, 128 prisoners were transferred elsewhere. In May and the first half of June there were only two deaths. The buildings, however, of this notorious prison are bad, and the position is condemned.

I must add that both these prisons will be rapidly filled up again, unless extensive works are undertaken elsewhere, and hundreds of convicts are huddled out.

19. In contemplating measures for the acceleration of Jail reform, we ought not to lose sight of any branch of the general undertaking. The correction of defects in District Jails which are to be preserved, the construction of new District Jails, and the expansion of general Jail accommodation by the construction of Central Prisons, should all go hand in hand.

20. During the present financial year the sum of Rupees 50,000 might be advantageously laid out in the improvement of District Jails, in conformity with the plans submitted by the Inspector-General, and approved by Government, selecting the most urgent cases for prior execution.

21. Plans and estimates have been prepared for rebuilding the Jails at Madura and Calicut, both of which have long since been condemned as among the worst in the Presidency. It is hoped that the cost of the Jail at Madura, estimated at above one lakh, may not exceed Rupees 70,000 if a cheaper style of construction be adopted, and if convict labor be vigorously applied, in conformity with the strict injunctions of the Supreme Government and the example of Northern India.

The Jail at Calicut will be rather more expensive. The outlay on each during the remaining portion of the present year may, however, be limited to Rupees 30,000.

22. In the budget of the current year, sums have been already appropriated to the completion of the Central Jails at Rajahmundry and Coimbatore, according to the amount of the estimates for those buildings respectively. Rupees 43,679 have been awarded to the former, Rupees 50,000 to the latter.

I do not propose, at present, to add anything to these appropriations, though they will doubtless prove insufficient. I would, however, respectfully suggest that the Central Jail at Cannanore, for which a site has been selected and a plan prepared, should be immediately advanced with energy. Rupees 60,000 might be expended on this work during the present season.

23. To these appropriations we must add about Rupees 5,000 for the expense of hutting the convicts and their guards, in connexion with the new works.

24. I also submit the expediency of setting apart Rupees 20,000 for the commencement of a Lunatic Asylum at Madras, a subject to which I shall return at the end of this minute.

25. The projected expenditure would, therefore, be as follows:—

	RS.
For improvements in the Old District Jails	50,000
For a New District Jail at Madura	30,000
For a New District Jail at Calicut	30,000
For the New Central Jail at Cannanore	60,000
For hutting Convicts and Guards	5,000
For the Lunatic Asylum at Madras	20,000
	1,95,000

The sum of Rupees 1,95,000 can be obtained from our local resources by the application of one lakh from the Reserve Fund, and by the transfer of Rupees 95,000 from other appropriations on the Budget of Public Works in the Civil Department.

26. According to the present scheme, the convicts at Madura and Calicut would be hutted on the locality of their future prisons, and build themselves in. They would thus be withdrawn from the influences which have made the old prisons so obnoxious to health and life. Three or four hundred convicts could be employed on the Central Jail at Cannanore. As the Jails at Rajahmundry and Coimbatore approach completion, they will be gradually filled up. In this

way, before the end of the current year, about 1,000 prisoners may be eliminated from the existing Jails, leaving the excess at the reduced, but still formidable, amount of 2,000.

27. It is for the extrication and employment of these 2,000 prisoners, or of a large portion of them, that this Government is, in my humble judgment, constrained once more to appeal to the Supreme Government. In the letter addressed to the Governor-General of India in Council by this Government on the 9th December 1865, the Government of India was earnestly requested to appropriate the sum of two lakhs, as an addition to the amount of the Public Works' grant in this Presidency for the current year, with a view to the commencement of the New Central Jails. To this appeal, concerning a question of the highest social importance, and based on a distinct engagement on the part of the Supreme Government, no reply has, after the lapse of seven months, been received; for, though a communication in general terms has been recently transmitted to this Government on the subject of Public Works, the question of prisons and the application regarding them has not been so much as adverted to. It is no doubt repugnant to natural feeling to reiterate arguments which remain unanswered, and solicitations which remain unnoticed, nor can we be insensible to the numerous demands which beset the Supreme Government in all the departments of public expenditure; but the cause in which this Government has spoken, and is now asked to speak, is one in which the moral character of the English Administration in India is plainly at stake. It will not do for us to be silent, nor can the Supreme Government seriously intend to close its eyes and its ears. If the Supreme Government cannot heal these wrongs of ancient standing all at once, it can, at least, recognize and discuss them when its attention and assistance are respectfully invoked, and afford some imperfect help. I cannot do less than advise a new application for the sum set down in the letter of December last. With a grant of two lakhs, the Central Jails at Rajahmundry and Coimbatore could be more rapidly completed, and a considerable advance might be made in those of Vellore and Trichinopoly. But the sum of one lakh even would enable us to make a commencement at the two last mentioned places in the current year, and thus relieve the existing prisons from the deadly pressure under which they labor. From the limited resources of the local budget, no more can at present be supplied. In the higher interest of prison reform, sums would even, according to my present proposal, be withdrawn from works of considerable material utility.

28. It now remains for me to justify the proposal that the sum of Rupees 20,000 should be at once applied to the commencement of a Lunatic Asylum at Madras. This question is closely allied to the question of prison discipline and organization.

29. There are in this Presidency about 23,000 persons of unsound mind if the proportion of lunatics to the general population is approximatively the same in India as in Europe, viz., 1 to 1,000. I am not enabled to state what percentage of insane persons urgently requires supervision and restraint. It would, of course, be idle at present to contemplate the application of European principles of treatment to the mass of insane persons in this country. We are very far from that. The expenditure involved in such a project would far exceed any means at the command of Government. If we assume, however, that only one in ten of this unfortunate class is a perfectly helpless idiot, or a dangerous maniac, without any provision for his sustenance, protection, and control, on the part of

relatives or other charitable persons, then the Government would lie under an obligation to provide places of habitation and restraint for 2,300 persons.

Let us see how far this obligation has been recognized and acted on.

30. The public provision for insane persons in this Presidency is, as far as I can learn at this moment, as follows :—

- (1.) The Asylum at Madras, with accommodation for 46 persons of both sexes and all conditions.
- (2.) The so-called Idiot Asylum at the Monegar Choultry, containing about 80 individuals.
- (3.) An Asylum at Vizagapatam, in a hired house, for 20 persons.
- (4.) A similar establishment at Trichinopoly, in some old Government building.
- (5.) In the District Jails, accommodation afforded to 17 lunatics.
- (6.) At the General Hospital at Madras, occasional accommodation for European lunatics.—I conceive, however, that others are not excluded, for I recently saw a native lunatic lying in the corner of a dark shed attached to that establishment in charge of some one.

31. The provision systematically made by the State for lunatics is thus for 183 out of a general estimated total of 23,000, and a presumable destitute or dangerous class of 2,300.

32. If we turn from the number of persons to the nature of the accommodation and treatment, there is not much reason for satisfaction. All that is good in the existing asylums depends on the intelligence and benevolence of those who direct them. The Government has no share in it; it only votes a little money—that is all.

33. The Lunatic Asylum is a collection of very humble buildings—I had almost said hovels—scrupulously clean, in which the patients are managed with the utmost humanity and solicitude by an estimable East Indian Director. But the asylum has no bath-rooms, no infirmary, no padded cells for frantic patients, and no department for the convalescent; no space walled in for recreation or exercise; no place of labor; no place of instruction; no division in the grounds for the separation of the sexes, so that the male and female patients are walked out alternately in gangs to take the air, the former twice, the latter once a day. The Government have paid for many years a high rent for this place. It cannot be improved, because it is not State property.

34. The Idiot Asylum at the Monegar Choultry is not properly termed an Idiot Asylum; for clamorous and fretful lunatics of the milder sort are mixed up with the idiots. The sexes are divided, and that is the only division. The men on their side, and the women on their side, are penned up, each in their respective common room at night, with what results may be conceived; however, there are night latrines, to which they can repair if they please. They are unlocked in the morning. The women sit together all day, and mope or chatter in the verandah or the sun; the men make some attempts at ordinary, and even at skilled, labor. The dietary is good, and the discipline humane. This establishment, even in its primitive shape, reflects credit on Dr. vanSomeren, the Visiting Physician, and on the Warders, by whom it is controlled. It cannot be seen without sympathy and approval.

35. Nothing is known here of the Asylums at Vizagapatam and Trichinopoly, if such they may be called. The District Jails and the General Hospital

are not fit places for the confinement of lunatics. It is obvious that their presence must be embarrassing to the authorities of these establishments, and that no proper system can be carried out for the separate lodging and treatment of the insane. Insane criminals should be placed in an appropriate department of a General Lunatic Asylum. They are often refused at the present Lunatic Asylum of Madras, for want of room. The only justification for the reception of lunatics at the General Hospital is to be found in the reflection that there is not fitting accommodation at the Lunatic Asylum for Insane Europeans of the superior class, and that space is often wanting there for East Indians or for Natives of the lower orders. If they were not received at the General Hospital, they would be abandoned in the streets.

36. The facts which I here submit to the Council are not discoveries. They are well known to the Council, and have often engaged its attention. The evils complained of have been debated, and remedies have been designed. There are reports and plans of remote and recent date; but nothing has been done—nothing effectual will, perhaps, ever be done until some small beginning is set on foot. Adopting as my basis the judicious letter addressed by Dr. Shaw, the Inspector-General of Hospitals, to the Chief Secretary, under date of March 24th, 1864, I would suggest that Government should call for plans for a Lunatic Asylum of a very modest character, calculated to accommodate 200 persons, but susceptible of eventual expansion, and place it on the Government estate called Locock's Gardens. The Idiot Asylum might remain where it is for the present, in connexion with the Monegar Choultry, but it should be restricted to idiots properly so called, and be relieved from the disturbing association of lunatics.

37. If the design which I here advocate be carried out, ample provision would be made for the reception and treatment of all the lunatic criminals in the Presidency; better accommodation and discipline would be provided for the lunatics of the capital and the adjoining Provinces; and the General Hospital would be relieved of the care of European lunatics of the superior class. The expenditure of Rupees 20,000 in the present year would effect little in a work which would probably cost about Rupees 1,50,000, but the Government would stand committed to the prosecution of an indispensable undertaking.

No. 14.—JULY 1866.

Deprecating the proposed reduction of the strength of the Governor's Body Guard.

I would regret to see the Body Guard attached to the Governor of Madras materially altered or reduced in number and efficiency.

The Body Guard is a familiar figure in Madras life, and a congenial one. The English like it, the native population like it and respect it, the Native Army regard it with attachment. The English would consider the reduction of this little feature of State as a superfluous measure of petty economy, disrespectful to the local Government, with which they are closely associated. The Native population would not understand such a step. The representative of Sovereign Authority might seem lessened in their eyes. They might say, the guard is reduced to-day, it will be abolished to-morrow, the Governor is afraid to trust himself among his people. The Native Army would probably see in such a reduction a change repugnant to their feelings and interests. They would ask,

what will come next? The anxiety and distrust which exist in the Native ranks would be increased.

The reduction of the number of the Body Guard from 100 to 60, with a corresponding diminution of the rank and number of the Officers, might thus have a bad moral effect, and it would afford no substantial material benefit. The saving would be insignificant. The strength of the corps is borne on the strength of the four Cavalry Regiments of the Madras Army. The Body Guard is a permanent detachment of the Regular cavalry. The extra charge to the State is merely for a European and a Native Adjutant, and for a few subordinate functionaries connected with the administration and hospital. If the guard was dissolved to-morrow, and if those who compose it were dispersed among their respective corps, there would, I believe, be a retrenchment of about thirteen persons.

But while the reduction alluded to would save very little for the Government, it would do a great deal of harm to the guard. It would destroy the Military character of that body entirely. The guard is a very perfect little Cavalry Corps, composed of picked Soldiers, which has been in past times distinguished for more than one remarkable feat in war, and which has not forgotten its traditions. To take the second European Officer and the Native Adjutant away, and to reduce the strength from 100 to 60, would convert it into a party of mounted attendants and letter carriers. The guard, too much employed in that service already, would be absorbed by it. But this would be a great mistake. I submit that the presence of a small but efficient body of regular Cavalry with a sufficient staff of European Officers, in this city, is extremely desirable in the interest of public security. Madras is a quiet place, and the neighbouring country does not give any cause for present uneasiness, nevertheless there are, in the opinion of the best-informed persons, some elements of possible disturbance among the Mussalmen, both of the city and provinces adjoining, and the general population is susceptible, like any other population, of municipal discontents connected with taxation, scarcity, and the like. At this moment there is not a single mounted Soldier, European or Native, in any direction within 200 miles of Madras. It is true that 100 men are but a small force, but such a Force of Cavalry which is known and feared, if well led by two European Officers, would be sufficient to suppress a disorder in the bud which, if not arrested, would expand to dangerous proportions.

It has been suggested that it is anomalous that the Body Guard of the Governor of Madras should be as numerous as that of the Viceroy, and more numerous than a new Body Guard about to be created for the Governor of Bombay. This anomaly has lasted for half a century, and was never discovered before.

The number of the Madras Body Guard was not thought repugnant to the dignity of a Wellesley, a Bentinck, an Ellenborough or a Dalhousie at Calcutta, or to that of an Elphinstone at the other Presidency. I do not, of course, suppose, for a moment, that there can be any personal feeling in this matter. There can be no jealousy between those who have the honor to serve the Queen in India, be they Governors supreme or subordinate, and the present Viceroy would be the last person in the world to admit such a sentiment. I confess, however, that I cannot recognize the wisdom of that uniformity which would square the necessity of Madras exactly on the necessity of Bombay, and shape an old and

respected Military body at one place, to suit the pattern proposed for a new experimental party of irregular soldiers at another. There is no absolute necessity for Body Guards anywhere. They are, like many other things of the same nature, pieces of tradition, usage, and dignity, which are permitted to exist, not because they are indispensable, but because men have learned to associate them with rank and authority. What, therefore, is natural to each place, and is known there, is best for that place, and can, I think, imply no offence to another.

On the whole, therefore, without attaching an exaggerated importance to the question, it appears to me that it would be expedient to leave matters as they are. The Native Army has been already sufficiently disturbed, and the recent changes have perhaps been most felt at Madras where they were least called for and least expected.

The four Regiments of Regular Cavalry are destined to be gradually absorbed and consolidated. I would propose that, while this process is going on, the Body Guard, now recruited in part from the regiments, and in part from the population, should be recruited solely from the regiments, by which the process would be in some degree accelerated. By the time the Regular Cavalry has been all absorbed, and the new Regiments of Irregular destined to supplant them have been formed, we shall have some experience of the adaptation of the irregular system to Cavalry in this Presidency.

It would then, in my humble judgment, be an appropriate time to consider the re-constitution of the Body Guard.

No. 15.—AUGUST 15, 1866.

Suggesting an increase to the Pension of a Water-carrier attached to the Army before the Siege of Seringapatam.

This petition was presented to me at Berhampore by a very aged pensioner, who was brought to me by the Native Officers of the Regiment. He is believed to be upwards of 100 years old, and stated to me personally that he had been long attached to the Army as water-carrier before the siege of Seringapatam. He gave me an account of the siege and of the storm in a very graphic manner, which left a strong impression on my mind that his recollections were vivid and true. If he was pensioned as he told me, I think, in 1838, and had then served fifty years, his age is not exaggerated. The Native Mahomedan Officers affirmed that his father, who died many years ago in the regiment at the age of 80, had transmitted the tradition of the age and services of the petitioner. The story is corroborated by the appearance of the old man. He always lives in the lines of the regiment, and is carried about with it from place to place, with a sister older than himself. The petitioner asks for rice money and a full pension. As a Bheasty I am told he has no claim to compensation allowance, and it is possible that under the Regulations he may not have any claim to a higher pension than that which he receives, Rupees 3-8-0. I would like the case to be looked into with reference especially to the date at which the pension was granted and the period of previous service, and, if in this way the history of the pensioner be substantiated, I propose that the pension, as a special case, may be increased to Rupees 5 as a mark of interest on the part of Government for this singular relic of another age, probably unique.

No. 16.—SEPTEMBER 1, 1866.

Suggesting that Mr. Fraser's project for the irrigation of land in the vicinity of Madras and for the supply of water to the City should be offered for execution to a private company without a Government guarantee.

By an Order of Government, dated April 30th, 1866, it was resolved, subject to the approval of the Government of India, that the special grant of one lakh (with an additional sum of Rupees 10,800), allotted in this Presidency for reproductive public works, should be applied to the commencement of the project, submitted by Mr. Fraser, for the irrigation of land in the vicinity of Madras and for the supply of water to the city.

2. This important and salutary design has since received the sanction of the Supreme Government, and this Government has been called upon to state in what manner, and from what sources, it proposes to continue and complete the scheme thus happily inaugurated.

3. The project adopted by the Government of Madras and the Government of India comprises two objects:—First, the irrigation of 8,571 acres of land; and, second, the delivery, at the Spur Tank in the town of Madras, of an amount of water sufficient for the use of its inhabitants in all respects. The subsequent repartition of the water thus supplied is not provided for by the plan, furnished by Mr. Fraser.

4. If the project had merely reference to agricultural purposes, nothing would be more simple than its prosecution. It would be carried out by annual appropriations like any other new irrigation work, or, if the Home Government should sanction the principle of loans for reproductive works, this enterprise might be recommended, in connexion with others, for execution from the source thus opened. The project, however, is not simply or chiefly agricultural, its capital purpose is sanitary, the delivery of water for human consumption. The scheme is, in its eventual object, a municipal one, and Government would probably not deem itself justified, except as a last resource, in supplying the citizens of Madras with water by an application of the public revenue, or from the proceeds of an Imperial loan.

5. It is, indeed, open to Government to complete the irrigation work separately, and to lodge the superfluous water at the gates of Madras, leaving it to the citizens to dispose of it at their discretion. The Government would obtain at once, from the increased assessment on the land irrigated, a high rate of interest on the whole outlay, to which the price of the municipal water would be added. The Municipality, on its part, might act by the instrumentality of a company, which would receive the water at the Spur Tank from the hands of Government, conduct it through the city and the public establishments, and charge the inhabitants and the Government for the quantity supplied; or the same work might be undertaken by the Municipality itself, and be executed by means of a municipal loan.

6. There are, however, interests of a complicated nature involved in the project, which would probably render the complete separation of the Municipality and the Government inexpedient. Madras is not only a Municipality, but it is the seat of Government, it has a Fort, it has a Garrison, British and Native, and it contains many establishments of a public character, the welfare of which is deeply involved in the organization of the water-supply. The Government cannot properly remain indifferent or idle in the question of distribution, nor

separate its interests from those of the general civil population in the matter. The Municipality, on the other hand, would benefit by association with the State, for it is poor and burdened with many obligations, present and prospective. It may be doubted whether a company could easily be formed to undertake the distributive portion of the work without some other incentive than the water-rate of the city and of the public establishments. The city is very extensive; the crowded parts are very indigent; the quarters in which the rich reside are scattered and thinly-peopled; the mechanical apparatus for house supply would be expensive in the latter, and perhaps it would not be applicable in the former at all. The undertaking would be experimental and uncertain, and capitalists might hesitate to embark in a business which would involve great certain outlay, and offer problematic returns, unless they could be supported by some collateral security. The same reflections would probably induce the Municipality to hesitate in contracting a loan for this object, if the object could be otherwise attained, and, indeed, if the credit and the revenues of the city be pledged for any purpose, there is the greater and more arduous project of town drainage, for which they ought, in my humble judgment, to be reserved; nor could a loan be contracted by the Municipality at all at any tolerable rate of interest without an Imperial guarantee. We shall do well, I think, to assume that a local company could not be formed for the distributive work alone, and that the Municipality ought not to offer its direct co-operation on this occasion.

7. Under these impressions, I submit that the irrigation project should be made subservient to the water-supply project, and that both as one united enterprise should be offered for execution to a private company without a Government guarantee. In the irrigation assessment, combined with a generous contribution on the part of Government for the supply of the public establishments, a company would have a competent and reliable basis of returns, and be thus enabled to meet with greater confidence the more speculative part of the scheme, the supply of the streets and house distribution.

8. Should the Council coincide in the opinions which I have expressed, and decide to offer the whole undertaking to a private association, it seems to me that it is in England alone that the company could be formed and the funds raised. A formal concession might perhaps be effected in Madras, but the parties interested would have recourse to London for associates and resources. It would, therefore, seem desirable to deal with English agency at once.

9. The proposal which I submit to Government is this: to transmit the plans and estimates furnished by Mr. Fraser, together with the correspondence which has taken place, to the Secretary of State for India, with the request that the India Office should bring this project, of combined irrigation and water-supply, to the knowledge of parties in London who are disposed to embark in a work of this nature, and afford to those who may apply all the information which they may require. Under these circumstances, it appears to me probable that one or other of the great financial companies would enter seriously upon the design, and despatch an agent to Madras for the purpose of further inquiry.

10. Should this be the case, it would not, perhaps, be impossible to unite with the project under discussion some other undertaking connected with water-supply and internal navigation, such as the projected works on the southern side of Madras, the junction of the northern with the southern canal, and the develop-

ment and administration of the latter, which has hitherto been so unprofitable, but which might be rendered highly remunerative.

11. Should the expectations which I entertain prove visionary, nothing is lost. A reference to England need not involve the sacrifice of a farthing, or the delay of a day. We have in hand upwards of one lakh, with which we can sustain the expenditure of several months, and we can enter in the Budget of Public Works for 1867-68 a further sum of one lakh, so that, in case of failure at Home, the prosecution of the irrigation works would not be suspended. If, on the other hand, the scheme should prove successful, the amount disbursed by the State would not be lost, for the Government would appear, to the extent of their expenditure, as shareholders in the company, and their co-operation in this character would give credit to the project.

12. In abandoning these suggestions to the judgment of Council, I am sensible that they are obnoxious to the following objection. It is held by the most competent authorities, that the intervention of companies in irrigation works is pernicious, for it implies a certain amount of interference on the part of a foreign agency in the revenue relations between the Government and the Ryot. Irrigation works, it is alleged, ought to be undertaken by the Government directly and alone. To this view I am, as a general principle, disposed to subscribe. The subsidiary irrigation work associated with the water-supply of Madras is, however, of a compact, restricted, and manageable character, and there would, I apprehend, be little difficulty in making such arrangements between the Revenue Department and the company as would secure to the company a legitimate profit, and protect the ryot from oppressive assessments.

No. 17.—SEPTEMBER 1, 1866.

Containing an account of His Lordship's visit to the distressed parts of the Ganjam District, and of the remedial measures adopted.

In conformity with the practice of my predecessors, I think it right to communicate to the Council the impressions which I have received on my recent tour in the portions of the Ganjam District which are affected by famine. I am sensible, however, that I have little information to impart, which is not already known from the reports of the local Officers. My visit to the district was prompted by the desire to show sympathy and encouragement to those who were laboring or suffering, and to stimulate the application of remedial measures which were already commenced or contemplated.

2. The Council is aware that the famine is confined in Ganjam to a limited and tolerably defined area. It is most severely felt in the coast region extending from Berhampore northwards to the southern end of the Chilka Lake; then along the winding shores of the Lake to where it is struck by the frontier of Cuttack; from the Lake westwards over a dry, hilly, diversified country, to the basin of the Ganjam River; throughout that valley with varying intensity wherever permanent channel irrigation is not applied to the land; and again with extreme severity in the parts around Suradah, between the river and the Khond Hills. The area thus affected may contain about 250,000 inhabitants, but the portion in which the scarcity has risen to the pitch of starvation does not embrace more than 120,000. By far the greater share of the afflicted country belongs to

Zemindary estates, in which the revenue relations of the Government and the people are not direct. Some of these estates happen fortunately to be in charge of the Court of Wards; some belong to Native proprietors, not deficient in intelligence and liberality; others, again, are in the hands of families ruined or ill-disposed, and in these the burden of relief has fallen altogether on the Government.

3. The population may be divided into four categories:—(1), the ryots; (2), the coolies, or people without land, engaged in rural labor; (3), the mendicant, vagrant, outcast, or criminal class; (4), the small traders and mechanics in the towns.

4. Of these classes, the ryots are the most meritorious and the most to be pitied. They have suffered with great resignation and self-respect. The decency of their caste prevents them from appearing at the relief-houses as sharers of promiscuous charity. The necessities of agricultural labor bind them to their holdings and homes, where it is difficult to search them out. There can be no doubt of the extremities of distress which they have endured and still endure. Some of the Ooriyah cottages I have myself visited, where destitution and starvation might be seen in every pathetic and terrible form. The same story was told by the multitudes of persons gathering a precarious and unwholesome sustenance from half edible roots, berries, and leaves, of which Mr. Forbes, the Collector, possesses a variety of specimens. The miserable condition of whole villages was attested by the emaciated appearance of their leading inhabitants, sent in numerous deputations to solicit help from the Collector at Chatterpore. The roads were full of wretched creatures prostrated on the earth. In many places I was pursued by clamorous crowds which might be likened to flocks of skeletons or ghosts. To an unpractised European eye, the distinction between the ryot in his ordinary garb or ordinary nakedness, and the landless laborer, is scarcely perceptible; but there is no doubt that the substantial ryot, especially on Government lands, feels his social elevation as much as the farmer in England. It was pitiable to see the reduction and ruin of an industrious order of men, invested in primitive forms with all the duties and obligations of property, and to reflect that nothing less than a succession of prosperous seasons, combined with considerate usage on the part of the Revenue Department, can restore these people to physical vigor and material welfare. While the peasant farmer starves, his cattle thrive. Repeated showers had fallen in the country, and the forage was abundant. The Hindu peasant will perish by hunger beside a fat bullock. The prescriptions of superstition, which appear cruel to the individual, are conservative for the community; and the preservation of the laboring cattle secures the power of cultivation, and the sources of future life and wealth. It may sound harsh and sad to say so, but in India it is more easy to replace a man than an ox. The chastisements of nature are rarely universal. There will still be some feature of consolation and promise. In the condition of the live stock I saw the "attenuating circumstance" of the Ganjam famine. It was reported that the pastoral ryots, who would under no pressure kill their cows, drink the blood of their living goats, and reserve the animals for successive depletions.

5. The impoverishment of the ryots, and the general absorption of money for the mere purchase of food, had naturally arrested every kind of labor demand; and the cooly class, who have no savings and no credit, must have suffered, in the first instance, even more than the ryots. The scarcity would touch them

sooner and more sharply. The cooly has, however, fewer ties, fewer scruples, and a greater habit of migration. He can resort, without degradation, to the alms-house, and can travel further in quest of employment. Government food and Government wages will henceforward be sufficiently operative to save persons habituated to unskilled rural labor from the worst degrees of suffering and from death. The recipients of public charity in the cooly class will diminish, but those from the ryot class will increase in number, between the present time and next harvest.

6. Mixed with the settled and industrious population of the Indian Village, whose morals are not worse than those of any other people, and whose habits and actions are governed by inflexible social and religious laws, there exist vile and criminal castes or miscellaneous outcasts, objects of propitiation, aversion, and fear to the other inhabitants. A numerous tribe of this sort reside in Ganjam, called Dundassis, who are both hereditary thieves and hereditary detectives, levying, in either quality, contributions from the villagers. They do some menial services; they practise some casual industry in the jungles; they live on carrion; and do not scruple to eat the flesh of the sacred animal—in fact, they are apt to steal and kill him. The whole of these people seemed to fasten upon the relief-houses, in part, no doubt, from destitution, but, in part, from their habits of idleness and mendicancy. They appeared in general the least emaciated of the miserable assemblage, offering a vexatious contrast to the laboring classes who sat beside them, and to the ryots who stood afar off. I need scarcely add that the aged, infirm, deformed, and helpless persons, who live in ordinary times by begging from door to door, the poorer parasites of the poor, had all recourse, under present circumstances, to the charity of the State.

7. It is obvious that the same causes, which suspend the employment of labor in the country, must also affect the welfare of those who live by small trades and manufactures. In this climate, the necessities of life may almost be restricted to fire and food, and the purchase of its simple comforts and ornaments can easily be deferred or abandoned. The dearth and dearness of provisions would alone account for the depression of industry in the towns, but this local and transitory cause is, no doubt, aided by other general influences of a more permanent character. The hand-loom of Chicacole and Berhampore were, for the most part, idle, and the weavers subjected to unusual privations. The dearness of the raw material and competition from abroad are, however, powerful adversaries to native domestic fabrication, and this interest has been for years past in a languishing condition.

8. The remedial measures adopted by Government are adapted to the character and the wants of the suffering population.

9. The ryots have been detached from the other classes, and are dealt with, in some degree, apart. For their benefit, the Government has sanctioned (1) the refund of surplus collections; (2) remissions of assessment; (3) a distribution of seed grain; (4) a distribution of uncooked grain in the villages for food; (5) the improvement of certain small irrigation works; (6) employment on extraordinary public works.

I am not enabled to state what amount of revenue will be sacrificed, and what amount of expenditure will be incurred by these measures, which are still in progress, and all of which will not be brought to a close, even by the approaching harvest; for, in some localities, where the soil has remained unsown, the

famine will leave a long arrear of distress. About 12,000 ryots, of whom 3,000 belong to the Zemindary Estates, are now receiving sustenance from the State, the Court of Wards, or the Relief Fund. The number will undoubtedly increase, but, whatever amount may be eventually expended, there can be no question, even in a merely interested point of view, that the outlay is, in fact, a wise economy; for, if the people had perished, the revenue would have vanished with them.

10. The rural laborers and other miscellaneous paupers are supported (1) by distributions of cooked food; (2) by employment on public works.

Relief-houses have been established by the Collector or by the Zemindars at fourteen stations in the district. Of these, I had occasion to visit ten. They generally consist of an open space of ground enclosed by a slight fence. In this area a cook-house is erected, and sometimes a large open shed to shelter the people from the rain. The recipients are seated in rows upon the ground, divided according to their castes, ages, and sex. The food, consisting of cooked rice and raggy, is carried round in large pots, and is received in earthen dishes and on leaves. It is, for the most part, consumed on the spot. The Native Magistrates, the village authorities, and the Police keep order. For the general multitude, the distribution takes place once a day. Some children and feeble persons are exceptionally treated, and receive two doles. Persons affected with small-pox and other contagious or disgusting diseases are ranked apart. I trust that they will soon be all accommodated in hospital sheds. A more affecting spectacle than these receptacles of destitution it would be difficult to conceive. The physiognomy of the famine was most painful at Ganjam, Rumbah, Calycota, and Russelcondah. In places where relief had been longer organized, some amelioration in the physical condition of the poor was already apparent, and, going southwards, the most distressing features gradually faded away. At Chetterpore, there was some improvement. At Berhampore, the change for the better was still more apparent. At Chicacole, the worst symptoms of actual famine had almost disappeared, and the relief-house was chiefly filled by the beggars of the town. The number of persons receiving food at the relief-houses varies from day to day with the accidents of the weather and from other causes. It has certainly reached 13,000. It may at present be set down at an average of 10,000. The number will probably decrease as the season advances.

The extraordinary public works set on foot for the benefit of the starving people comprise (1) the repair of roads; (2) the excavation of tanks; (3) the excavation of wells; (4) the formation or improvement of water channels; (5) the more important undertaking of the Chilka Lake Canal. It may be apprehended that a good deal of the labor employed, especially at the outset, has been directed to trifling or unprofitable purposes—an evil inseparable from such a crisis, when it is necessary to get the people to work, and place them in the receipt of wages, directly, so as to preserve their physical strength and their habits of exertion. The money will, however, not be entirely wasted, even in regard to minor works, and the canal will prove an enterprise of durable usefulness. In these various undertakings, employment and sustenance may eventually be afforded to three thousand persons, many of whom will, however, be heads of families, so that the benefit will be felt among a greater number, while the amount of money circulated will be considerable.

11. For the particular benefit of the poorer classes in the towns, not much has been effected, for their necessities were the least pressing. Some wells have

been sunk at Berhampore, both for the Native troops and the citizens; and some tanks have been formed or enlarged. A small order has also been given to the Weavers at the same place for cotton cloth, which it is hoped may be taken by the Commissariat Department.

12. For the benefit of all classes, it was urgently necessary to provide additional Medical superintendence, a commensurate supply of medicines, and some simple hospital buildings, in which the dying might find a refuge, and the diseased have some chance of recovery. The Collector had already turned his attention to this subject before my arrival. I was accompanied by Acting Deputy Inspector-General Porteous and by Mr. Ross, an intelligent Apothecary. Dr. Porteous gave impulse and direction to the work. Six hospitals were set on foot. At Ganjam one of the deserted habitations of the old mercantile body was secured. At Rumbah the offices attached to a large house belonging to the Aska Sugar Company were converted to the same purpose. At Russelcondah a temporary shed will shortly be replaced by the repair of an old building, formerly used by a local Militia force. At Berhampore, Chetterpore, and Aska, cheap structures have been erected, with bamboo supports, wattle walls plastered with mud, thatched roofs and clay floors. Provision has been made for the separation of the sexes and of contagious disorders. These constructions are far from satisfactory; but time pressed, and means were limited. The patients will each have a bedstead, a mat, and a blanket; they will receive diet in some measure appropriate to their cases; and they will have some share of professional advice. The attendance and the treatment will certainly be imperfect; but the habits of the people are simple, their wants are few, and their maladies, as I am assured, are more susceptible of cure by rest, shelter, and sufficient food than by physic. The six hospitals will afford, if necessary, room for between four and five hundred patients. They have been built and furnished from an appropriation made by Government, and they are supported from the Charitable Relief Fund and from Government contributions. At Russelcondah, Berhampore, and Chetterpore, the Medical Officers attached to those stations have afforded their gratuitous assistance. Mr. Ross is stationed at Rumbah. For Ganjam a Dresser was procured from Waltair; and at Aska, a retired Apothecary, in the service of Mr. Minchin, has, by the kind permission of his representative, been retained with a small addition to his salary and pension.

13. Including every branch of remission, relief and expenditure depending on ascertained private charity, the Court of Wards, the Zemindars, and Government, I think I shall not be far from the mark when I set down the calculable cost of the famine in Ganjam at about £40,000. The disbursements of native charity in a domestic and desultory form are, of course, unknown; nor can I form any estimate of the loss which the community has sustained by the failure of crops, the death of cattle at an earlier period, and the sacrifice of lives and labor power.

14. The number of persons of all classes receiving relief may be roughly stated at 25,000.

15. Up to the time of my departure from the country, about 1,600 persons were officially reported to have died of starvation. Many unknown wanderers have probably perished in the woods and bye-ways. The deaths from debility and disease caused by insufficient nourishment have been numerous, but they will never be traced or recorded.

16. The causes of the scarcity in the Ganjam District have been, for the most part, beyond human control, though the recurrence of such a calamity might, in some degree, be mitigated by the intervention of Government and prudence on the part of the people. For several years the rainfall had been small, the crops had been short, and the exportations had been great. In this way, the reserves of food were consumed, and the people were brought to the verge of starvation.

How far the region most affected by the famine could be saved and supplied by irrigation works it is difficult for me to judge. I believe that the uplands, on which the scarcity fell most heavily, cannot be brought under wet culture from any of the main, natural, intermittent water-courses which intersect the country. The local tanks for storing rain water are tolerably numerous already, but the rainfall is partial and capricious. Many would, under any system, in a dry season, remain unfilled or imperfectly filled. More water might be procured by making more wells; but the people are poor, the construction of wells is costly, and this is not a branch of water-supply undertaken by Government, though it is encouraged by considerate and liberal regulations. I presume that I am safe in affirming that in the hilly parts of Ganjam the Government could afford some help by multiplying the receptacles for the rainfall, but, do what it may, it never could wholly avert the dangers contingent on a dry season.

The people, on their part, may be reproached with some improvidence. They have been encouraged by the high price of the superior grains to plant wet crops, where dry crops would have been safer, trusting to a rainfall which never came. The wet crop failed altogether, where a dry one would have given a scanty yield. By planting the right crop on the right soil, by preferring moderate reliable returns to greater uncertain returns, the hazard of a serious and total failure would be diminished.

Nevertheless, all the assistance which Government could grant, and all the precautions which the cultivator could practise, will never suffice to preserve the dry soils of an Indian province from occasional barrenness, caused by the failure of the rainfall. This is a contingency beyond the reach of human foresight or control. Such a calamity is always impending in one locality or another, and there is reason to be grateful when it occurs on a limited area, and in an accessible situation. It is then the duty of Government to order timely and sufficient remedies for an evil which it cannot prevent.

17. I wish I could assert that the remedies ordered by Government were altogether timely and sufficient in the present instance. If they had been so, 1,600 persons would not have perished by hunger. I am bound to acknowledge that some portion of this death and suffering might have been hindered, if action had been taken on the earliest intimation of approaching scarcity. It may, however, be affirmed that the measures sanctioned by Government, whether we regard promptitude or efficiency, will bear comparison with the proceedings of authority in similar cases, in other times and at other places. Governments are slow believers in public calamity, and they entertain a justifiable reluctance to sanction the commencement of gratuitous relief—a measure of which no one can foretell the economical and moral consequences. If help was not afforded at an earlier period by the Madras Government, it was certainly not due to a want of benevolence, but from a want of conviction that the necessity was inevitable, and, in some degree, from a want of accurate detailed information. When the

necessity did become indisputably apparent, the Government was not idle, and it was supported by the charity of Madras. There is no doubt something to regret, but there is more that may be regarded with satisfaction. We may profit by experience, and do better next time.

18. Before closing these remarks, it becomes my duty to record my gratitude to those who have co-operated, by their authority or their services, in meeting the present emergency.

To His Excellency the Viceroy our first thanks are due. The Supreme Government has acceded to all the requests and to all the measures of this Government, and by its prompt and liberal sanction of the Chilka Lake Canal has conferred, not only a temporary, but a permanent benefit on the Presidency.

Mr. Gordon Forbes, the Collector of Ganjam, has been active and judicious in the suggestion and application of relief measures. He was offered the assistance of a Special Commissioner, but refused it, preferring to labor in person. When I renewed this proposal to him, observing that he was suffering from fever, and that he was burdened with other affairs, he again declined any extraneous aid, saying that he took too deep an interest in the work to delegate it to any other hands.

Of the gentlemen attached to the Collectorate, I am able to speak in favorable terms. Mr. Leman, Mr. Goodrich, and Mr. Grigg, with whom I was brought into personal contact, appeared to be impressed with a sense of their duty to the people, and performed it with kindness and intelligence.

In Captain Darrah, the Executive Engineer at Berhampore, Government possess an Officer who has done everything to familiarize himself with a new field of duty, and who manifests the closest application to business.

Lieutenant Lys, the Officer in command of the Police, has placed his force at the disposal of the local authorities, for the protection and discipline of the relief establishments. Without this interposition, it would have been impossible to exercise the discrimination and control so necessary in those places. The men seemed to perform their duty with sufficient attention and forbearance. I have also to thank Mr. Lys for the arrangements he made for my personal convenience.

I was not much struck by any spontaneous zeal on the part of the English or East Indian Medical Officers in the District, but I think that their activity was eventually roused by the interest taken by others in the work. The example and advice of Dr. Porteous were beneficial. Mr. Ross, the Apothecary, installed at Rumbah, commenced his duties with commendable activity.

At Ganjam, Mr. Waters, the Superintendent of Customs, and Mr. Broom, the Superintendent of the Salt Pans, voluntarily assumed the direction of the Relief-house and of the Hospital, and dedicated their time and their best exertions to a task which was neither agreeable nor safe; for the worst extremities of hunger were there aggravated by the prevalence of small-pox and other maladies. They were zealously assisted by a native merchant or shop-keeper.

The Baptist Missionaries at Russelcondah and Berhampore have redeemed a considerable number of deserted children from death by want. The Roman Catholic Clergy at Berhampore and Suradah have exerted themselves in the same manner, and with the same success. Both these religious agencies have but very slender means at their disposal; they have received assistance from the Collector.

With the conduct of the Native Officials in the pay of Government, Mr. Forbes is generally satisfied. The Sheristadar at Chetterpore is very sensible and very willing in the prosecution of relief measures; and the Treasurer is distinguished for his personal devotion to the poor. At all the stations which I visited, the Tahsildars and other local functionaries appeared to superintend the arrangements for relief with assiduity. At Rumbah alone, there had been a serious abuse of duty. The Native Officer entrusted with the management of the Relief-house had diverted a portion of the grain to his own use. He is now under trial for this offence, with his son.

The Zemindar of Calycota supported for some time about 2,000 persons at his own charges at his country residence. The poor carried the contagion of small-pox into the house, and eight members of the Zemindar's family died of that disorder. He himself and his brother were dangerously ill. During the funeral ceremonies and the period of mourning, the distribution of food was arrested, in conformity with certain usages or superstitions of the country. On my personal request, however, the Zemindar renewed the issue of cooked food to all comers, and thus diminished the pressure on the neighbouring Government establishments. He declined an offer of direct contribution on the part of Government, but accepted my proposal to furnish him, should his supply run short, with rice at the wholesale price paid by Government on the coast, the Government assuming the cost of transport. I thought it right to make this overture to the Zemindar, who pays a large rent to Government, whose charities have been most liberal, and who has contributed to the support and welfare of his dependents by digging a great tank at Calycota.

Finally, I must not forget the charitable conduct of the soldiers of the 11th Regiment of Native Infantry, stationed at Berhampore, who, from their limited resources, found means to institute a distribution of food to their more unfortunate fellow-countrymen.

19. The Government will, no doubt, think it right to mark their sense of the services rendered by various persons in a becoming manner when the famine has run its course. In the meantime, I beg to suggest to the Council the following proceedings:—

1. To express to the Viceroy the grateful sense which this Government entertains of the generous co-operation which the Supreme Government has afforded us on this occasion.
2. To instruct the Collector of Ganjam to take the necessary measures to supply the Zemindar of Calycota with a sufficient quantity of rice, should he need it, at the wholesale price of Cocanada or Madras, in conformity with the engagements taken by me.
3. To direct Mr. Forbes to forward an estimate of the number of orphan children who will probably be left upon the hands of the local authorities in consequence of this famine, and to authorize him to enter into a negotiation with the Catholic and Baptist Missionaries for the future education and support of such destitute children, reporting to Government how many children those Missions are willing to take in charge, and what amount of compensation they will expect from Government, per head, for the lodging and maintenance of the orphans.

No. 18.—SEPTEMBER 20, 1866.

Remarking on the unsatisfactory condition of the Civil Dispensary at Coimbatore.

I took occasion, on my recent passage through Coimbatore, to visit the Civil Dispensary at that place, and I was extremely concerned to remark the indigence, neglect, and disorder which prevail in that institution.

2. There were only five in-door patients, one of whom was a woman with her infant child. This state does not at all correspond to the probable necessities of a place possessing between twenty and thirty thousand inhabitants. It implies a want of confidence on the part of the population, and a want of efficiency on the part of the establishment.

4. The furniture of the male ward, such as bedsteads, pillows, coverlids, &c., was extremely dirty and deteriorated. The body of one patient, suffering from a fracture of the thigh, was filthy in the extreme. The rest were probably little better. The room itself was dirty. The medical stores were slovenly or ill-arranged. The registers were imperfectly kept, or not written up. The single female patient was lying on the floor in an apartment partly filled with rubbish and broken furniture, more like a beggar in a chuttrum than a female patient in a hospital under civilized and Christian superintendence.

4. I was shown an empty room, which, I was told, belonged to the sick of the Police; but there were no Police patients on the premises, though about twenty men of the force were off duty on account of illness, and were treated in their lines—a system which cannot, I imagine, be advantageous either for the sick or the physician. I pass over this at present, for I understand that difficulties are attached to the treatment of the Police in Civil Dispensaries. Those difficulties ought not to exist.

5. My reflections on the discreditable state of the Dispensary were met by Assistant Surgeon Roberts with the simple assertion that its resources were restricted to the sum of Rupees 70 per mensem, the interest of Rupees 20,000, originally subscribed by the public at Coimbatore for the support of the institution; and reference to the monthly accounts of the hospital showed that the sum referred to was punctually disbursed for the most indispensable objects.

There is no current subscription whatever at Coimbatore for the support of the hospital.

I do not think that the poverty of the institution exonerates the Assistant Surgeon and the Native Apothecary from the charge of indifference and negligence in the discharge of their duties; but the Assistant Surgeon has recently come to the station, and the Apothecary has, I believe, applied for his retirement. There is no doubt that a want of resources, which stimulates some minds to additional exertion, has a depressing effect upon others. I am willing, on this occasion, to take a considerate view of the conduct of Mr. Roberts, and I prefer to look to the improvements of the future rather than to the errors of the past.

6. In my recent tour to the North, I have received an unsatisfactory impression of the state of the Civil Dispensaries. I may have been unlucky; but I fear that these establishments are on a low footing, in general, and that there is a certain want of professional zeal and pride on the part of the Medical Officers of all ranks. This defect requires to be corrected by the admonitions and encouragements of the Medical Inspectorate, and by a livelier interest in the welfare of the dispensaries on the part of the Members of the Civil Service and of the Native Community.

7. The dispensaries receive their Medical Officers and their Medicines from Government; for all other objects they depend on private subscriptions. It is, therefore, impossible to enforce an absolutely uniform system of apparatus and furniture; much will still depend on local circumstances.

8. I think, however, that the Principal Inspector-General should issue a Circular Instruction to his Medical Subordinates, stating the description of bedding, hospital furniture, and hospital dress, which it is *desirable* to have in the Civil Dispensaries for men and women, enforcing a higher view of professional duty than that which has recently prevailed, and enjoining the Medical Officers to promote the contemplated improvements by every means in their power, in conjunction with the Civil Officers of Government.

9. With respect to the particular case of the Dispensary at Coimbatore, I wish a copy of this Minute to be forwarded to the Collector, with an expression of opinion on the part of Government that his influence with the people of the town might properly be employed with the view of raising (1) a subscription of about Rupees 1,000 to renew and improve the furniture of the Hospital, and (2) a current monthly subscription of about Rupees 100 to maintain it in a state of efficiency and decency.

10. Such moderate efforts on the part of the Native community are not without example. At Cuddapah, I understand that there is a model Civil Dispensary. There is no reason to suppose that the people of Coimbatore are deficient in liberality. The original subscription for the endowment of the Dispensary reflects credit on them, and they would probably obey an impulse judiciously given by the local authority.

No. 19.—SEPTEMBER 25, 1866.

Suggesting the advisability of nominating a Committee of Officers to report on the present system of Remount in the Madras Army, and on the best means of supplying the Service with efficient horses.

1. From a perusal of the accompanying papers and from the verbal communications of Officers belonging to the Cavalry and Artillery, I learn that considerable dissatisfaction and anxiety exist respecting the system at present pursued in the selection of horses for the remount of those branches of the service.

2. The differences of opinion which prevail on this question have reference both to the breeds of horses imported and to the method of selection; some advocating the Australian, others the Cape, others the Arab or Persian horses, some being satisfied with the precaution at present prescribed in the selection and purchase of the horses, while others contend that the first admission should not be left to the judgment of any single officer, however able, as is now the case.

3. Under these circumstances, and considering the great revolution, for good or ill, which has occurred of late years by the increasing introduction of Australian horses in the Army, it seems to me that the time has come when it would be beneficial to institute a comprehensive inquiry into this important question—having reference—

- (1.) To the various sources of horse supply at our command and the fitness of the respective breeds for the several branches of the Military service.
- (2.) To the measures which the Government might advantageously adopt with the view of rendering the markets abroad more accessible and productive for our purposes.
- (3.) To the method of selection and repartition.

4. Nothing less than an investigation of this nature would, in my humble judgment, give permanent satisfaction to the numerous persons who take a warm professional interest on this subject, and who are now so much at variance with each other or with the practice of Government.

5. I propose, therefore, that Government should address a communication to the Commander-in-Chief in the sense of the present Minute, requesting His Excellency to nominate a commission of Officers charged with the duty of reporting on the present system of remount in the Madras Army, and on the best means of supplying the service with efficient horses.

No. 20.—SEPTEMBER, 1866.

Suggesting a compromise of the question at issue between the Government and Mr. Money, regarding the disposal of the timber felled at Deva Shola on the Nilgiris.

1. I visited the Deva Shola on the 8th instant, with the view of forming an opinion on the spot as to the best mode of settling the question at issue between the Government and Mr. Money, regarding the disposal of the timber which has been felled on that part of the Shola which has been purchased by Mr. Money. The agreement was that the timber should be the property of the Government, and should be removed by them, Mr. Money felling it and stacking it within fifty yards of the Government road, or of any other cart roads which might thereafter be constructed. Mr. Money was to perform his part of the agreement within one year. Nothing was specified in the agreement in regard to the time within which the timber was to be removed. It has all been felled, with the exception of a few trunks left standing here and there, but none of it has been stacked according to what I hold to be the ordinary acceptation of that term, and what I imagine must have been the intention of the Government when they stipulated that the wood should be stacked by Mr. Money, viz., that it should be piled in logs of such a size as to admit of their being laid on a cart without further lopping. Mr. Money's construction of this agreement is that it merely requires him to fell the timber, lop the branches, and pile them over the trunks of the trees within fifty yards of a cart road, and that the Government are bound to remove the whole of it within a reasonable time, which reasonable time, he contends, should not exceed the time allowed to him for performing his part of the contract. I should mention here that the quantity of felled timber is estimated by Captain Beddome at 80,000 cart loads, and by Mr. Money at from 130,000 to 150,000 cart loads; that only a small portion of it, 5,000 bandy loads, is required for use at the Lawrence Asylum Works; and that at present there is no demand for it as firewood at Ootacamund, the supplies available from Sholas which have recently been felled within a shorter distance of the station being sufficient for all present requirements.

2. I am unable to admit the validity of the construction which Mr. Money has put upon the terms of his agreement with the Government. It cannot, I think, be said that the mode of stacking the timber, for which Mr. Money contends, is that which was provided for in the contract, nor do I apprehend that a Court of Law would uphold Mr. Money's argument in regard to the length of time to be allowed to the Government for removing the whole of the timber. But, as I have already stated, that portion which is required for Government purposes is very small, the cost of removing the whole of the wood would be enormous, and the expense which would be entailed on Mr. Money, if he were required to fulfil what I deem to have been the intent and meaning of the contract, would be greatly in excess of what could have been contemplated by either party. I am assured that the cost of stacking the whole of the wood, in logs of sizes suitable for removal on carts, would amount to from one lakh to two lakhs of rupees.

3. Under these circumstances, I have come to the conclusion, a conclusion in which I am supported by the opinions of the Collector and of the Officers of the Forest and Public Works Departments, and in which Sir Thomas Pycroft, who accompanied me in my visit to the Sholas, has expressed his concurrence, that the interests of both parties will best be met by a compromise; the Government, on the one hand, abandoning their claim to that portion of the wood which they do not require, and Mr. Money, on the other hand, undertaking to deal with the remainder in such a manner as to admit of its being easily and inexpensively removed by the Government carts. The annexed agreement has been accordingly drawn up in supersession of the former contract. In it Mr. Money undertakes to place 5,000 bandy loads of wood, cut up into logs of suitable sizes, in a convenient position for removal, Mr. Money accepting the risk of fire, and having the free use of the remainder of the wood. It is agreed that any dispute which may hereafter arise with reference to the terms of the new contract shall be settled by arbitration.

4. I beg leave to recommend that this agreement be formally sanctioned by the Governor in Council.

No. 21.—OCTOBER 16, 1866.

Rectifying an inaccuracy in Minute, dated 10th July 1866.

1. In paragraph 27 of a Minute communicated by me to Government, under date of the 10th of July last, I adverted to a letter from the Chief Secretary to this Government to the Secretary to the Government of India, under date of December* 9th, 1865, soliciting a special grant of two lakhs for Jail buildings, and I stated that the letter in question had not received any reply from the Supreme Government.

2. In a letter from the Secretary to the Government of India, Public Works Department, to the Secretary to the Government of Madras, Public Works Department, dated August 31st, the above statement has been corrected, and Lieutenant-Colonel Dickens has recorded that the above-mentioned letter of the Madras Government was duly replied to, first by a telegram of the 12th of January 1866, and, secondly, by letter No. 130-C., dated the 7th of February of the same year.

* NOTE.—By a clerical error March was printed in the Minute instead of December.

3. The statement of the Secretary to the Government of India, Public Works Department, being perfectly correct, I have to express my regret that I should have committed the inaccuracy referred to, and that I should have imputed to the Government of India an omission which did not occur.

4. In making the erroneous statement in question, without reference to documents, I had, no doubt, in my mind the letter addressed by the Secretary of the Department of Public Works in Madras, to the Secretary for the same Department in the Government of India, No. 406, under date of February 1st, 1866, accompanying the Madras Budget of Public Works for 1866-67, in which, among other matters, Colonel Orr urged, in paragraph 13, the pressing necessity of an extraordinary appropriation for the improvement and development of Jail accommodation, and in which he suggested, with reference to Mr. Secretary Bayley's letter, dated Simla, June 23rd, 1864, that the Supreme Government should add to the general assignment for the Public Works of this Presidency the sum of at least four lakhs of Rupees, to be exclusively expended in the construction of new Jails.

5. To this letter from the Secretary for the Department of Public Works a reply was received under date of March 27th, 1866, No. 344-A., containing the orders passed on the Madras Public Works Budget Estimate; but, while several of the questions submitted by Colonel Orr were fully commented on, it was merely stated, with reference to paragraphs 11, 12, and 13 of Colonel Orr's letter, that they would be answered separately.

6. The promised reply to paragraphs 11, 12, and 13 subsequently reached the Government of Madras, embodied in a letter under date of May 26th, addressed by the Secretary to the Government of India, Public Works Department, to the Secretary for the same Department in this Presidency; but, while paragraphs 11 and 12 were duly noticed, no specific reference was made to paragraph 13 of Colonel Orr's letter, and the whole question of improved and increased Jail accommodation, so earnestly urged by this Government, was passed over in silence.

7. The silence of the Secretary to the Government of India, Public Works Department, was alluded to, by the desire of this Government, in the letter addressed to that Officer by Colonel Orr, under date of July 12th, 1866, and it was to this incident that I ought to have referred in my Minute prepared about the same time.

8. In recording a rectification of my mistake, it is not in the least my desire to enter upon any controversy, or to impute to the Supreme Government any indifference to the wishes expressed by this Government in regard to the question of prison development and reform. I wish, on the contrary, to avail myself of this occasion to express my gratitude for the additional grant of Rupees 1,20,000, which the Supreme Government have recently made with a view to the prosecution of Jail buildings in this Presidency, and the commencement of a Lunatic Asylum. The amount is not a large one, but in consequence of the prevailing scarcity the calls on the Supreme Government for extraordinary disbursements both for Bengal and Madras have been incessant and irresistible. Under these circumstances, the sum referred to might be ill-afforded, and, in conjunction with other available funds, it can be made highly instrumental in advancing the work which we have at heart, now more than ever urgent on account of the increase of crime caused by famine and high prices.

9. I request that a copy of this Minute may be imparted to the Supreme Government.

No. 22.—OCTOBER 16, 1866.

Proposing certain arrangements for the more profitable utilization of the Snowden Water-supply.

1. The mountain of Snowden, near Ootacamund, contains certain springs, which would naturally take their course north-westwards towards Mysore, but which have in part been intercepted at a high level by artificial channels, and have been led to the water-shed of a valley falling towards Ootacamund, in the neighbourhood of Dr. Pope's house. At this spot they are joined by a little stream, taken from the eastern declivity of Snowden, called Riley's run, and the united waters are caught in a small tank of recent construction. The tank is also fed by a third tributary, which issues from a swamp, and a piece of copse-wood, called Garrard's land.

2. The tank referred to does not seem to me to be of much use, but the volume of the stream derived from the three sources referred to above is sufficiently large to be of material utility, not only to the houses and gardens scattered on the slope of the adjoining hill on the Ootacamund side, but even to the Court House, the Jails, and other public establishments.

At present the water-supply does not seem either to be well directed or carefully economized.

From the tank a portion, when I visited the spot, was wasted by an overflow in the wrong direction, and a part was lost by leakage; what remained was conducted in a channel recently constructed or repaired parallel to, but below, the high road which leads to the church.

3. On the way the main stream sends off two or three minor channels downwards to private houses, such as that which belongs to Mr. McIvor, that which is occupied by the Female Asylum, and others, the volume of water gradually diminishes, and, after sending off its last drain to the house of a widow lady Mrs. Coombes, the flow becomes hardly perceptible; a little water reaches the wall of the churchyard in moist weather, and expires in a puddle beside a stone in front of the cutcherry.

4. The Government ought not, in my opinion, to suffer either a mis-direction or a waste of water which might be so profitably applied. It ought to be made more generally useful to private property, and a surplus should be reserved for public purposes.

With these views I beg to suggest the following measures:—

(1.) That the springs on the western slope of Snowden should be more carefully and extensively intercepted.

(2.) That Riley's run should be kept clean and water-tight, and that as many subordinate rills should be directed into it as possible.

(3.) That the stream which rises in Garrard's land should be stopped at a higher level, that it should be cut off from the tank, and that it should be conducted by an upper channel so as to command two houses which belong to the Rev. Mr. Griffiths.

(4.) That the tank should be abolished, or, if that be deemed inadvisable,

that it should be made more secure, and that the whole of its overflow be carried into the proper channel, called Major Farewell's channel.

(5.) That Major Farewell's channel be altered to a higher level, if practicable, in such a manner that, after receiving the surplus water from Garrard's run, (which has done its duty at the Rev. Mr. Griffiths' upper property), it may command certain lower fields belonging to the Rev. Mr. Griffiths, and afford water to any houses which may be built there.

(6.) That the existing channels which go off to Mr. McIvor's house, to the Asylum, and to other dwellings, may be still supplied (until it is found possible to provide water for those houses from lower sources), proportioning the water-supply carefully to the necessities of each recipient.

(7.) That all the springs which rise along the side of the hill intersected by Major Farewell's channel be carefully saved and directed into that channel.

(8.) That a tank be eventually constructed near the wall of the churchyard, in which the surplus water still remaining after these various offices are performed, may be stored for the use of the Cutcherry, the Jails, the Bazaars, and other public localities.

5. It will be seen from what I have stated that one of my objects in advising these alterations is to provide both the upper and lower properties belonging to the Rev. Mr. Griffiths with a water-supply. This purpose, though a subordinate one, is, in my judgment, perfectly justifiable and equitable, for both the properties belonging to Mr. Griffiths lie under the head waters of the streams referred to, and Mr. Griffiths ought to have all the advantages granted by Government to others. It must also be stated in favor of Mr. Griffiths that at a former period he himself had cut channels by which the water in question was made available for his properties (though that water always was and still is the property of Government), and that by his activity and investigations he was instrumental in discovering and developing the sources of water available for Ootacamund. The capital object will always be to secure an eventual supply for the purposes of Government and the Municipality.

6. The proposals which I have here embodied are, I believe, essentially consistent with the terms of a Government Order recently passed on this subject. I therefore request that my views may be communicated to the Superintending Engineer, who will instruct Major Farewell to state, after due inquiry, how far they can be carried out, and at what expense.

7. Finally, in connexion with this subject, I desire to submit to Council a claim which the Rev. Mr. Griffiths advances to the possession or acquisition of the ground called Garrard's land, which contains the copsewood and swamp above-mentioned. It appears from the statement of the Rev. Mr. Griffiths that the land in question was granted to him, or promised to him, at an earlier period in an informal manner, and that he exercised certain rights of occupation in it, such as cutting water channels and the like. It is clear to me that any preferential claim to the land in question which Mr. Griffiths may ever have possessed has long since lapsed, and become null and void. Nevertheless, should Mr. Griffiths again address Government on the subject, and apply for a grant of Garrard's land without the right of felling wood or diverting water to the prejudice of the views and the rights of Government, I would be happy to learn that the Government would take a favorable view of his request. There was a time in which Mr. Griffiths expended both money and intelligence in opening up the

vicinity. He did so, no doubt, with a view to his own profit, but his exertions were incidentally beneficial to others. He may not unnaturally solicit and obtain a favor at the hands of Government.

No. 23.—OCTOBER 16, 1866.

Recording the progress made in the execution of the Military Buildings at Bangalore and recommending certain modifications of the original scheme.

1. Sir William Denison embodied his views respecting the eventual settlement of the Military Establishments at Bangalore in a Minute dated June 28th, 1865, and his proposals were subsequently communicated by an Order of Council to the Commander-in-Chief, who intimated his full concurrence in the wishes of the Governor in the letter addressed by the Quartermaster-General, to Government, under date of July 20th, 1865.

The arrangements thus sanctioned by the Governor and the Commander-in-Chief were as follows:—

(1.) To move the British Cavalry Regiment and two Field Batteries of Artillery into the new barracks on the old race course.

(2.) To move the British Infantry Regiment into the vacated Cavalry Barracks.

(3.) To construct a series of subterranean tanks for storing the roof drainage of the buildings on the old race course, leaving the projected aqueduct from the Ulsoor tank as the subsidiary source of supply.

(4.) To provide a fresh set of buildings for the mess and recreation rooms of the Serjeants of Artillery and Cavalry, the existing buildings for these purposes being appropriated as barracks for the Cavalry.

(5.) To appropriate the vacated buildings now belonging to the Field Batteries of Artillery to the wants of the Ordnance Department, with the addition of new magazines and stores, and such defences as may be deemed necessary, the present Arsenal being at an inconvenient distance from the soldiers' quarters.

(6.) To convert the vacated barracks of the British Infantry Regiments into stores for the Commissariat Department.

(7.) To provide a new hospital for the British Infantry Regiment, either in connexion with the old Cavalry Barracks appropriated to the Infantry, or in connexion with the new Cavalry and Artillery Hospital on the race course.

(8.) To construct a new central Military Prison for the whole of the Presidency forces south of Secunderabad, that station being already furnished with a good Military Prison.

The Commander-in-Chief, in stating his approval of the contemplated arrangements, added the suggestion that they should be carried out in the preceding order.

2. Such having a year ago been the course projected and approved with reference to the prosecution of the Military buildings at Bangalore, it becomes important to record the progress which has been made in the execution of the scheme referred to, and to recommend such modifications as experience and reflection have suggested in the interval which has elapsed.

I shall first note the state of the several works as I found them on my recent inspection at Bangalore.

(1.) The British Cavalry Regiment has not been moved from its old quarters in the town to the new barracks on the race course. As far as the barracks are concerned the transfer might be effected; but the hospital, family quarters, and the accessory buildings connected with sanitation, conservancy, and recreation are still incomplete, and no provision has been made or sanctioned for drainage or stabling. Nor are the new buildings at the old Cavalry Barracks, destined for the eventual accommodation of the British Infantry Regiment, completed. The Cavalry Regiment could not yet be completely and comfortably transferred to the race course, and the Infantry Regiment could not be completely and comfortably transferred to the old Cavalry Barracks; they remain therefore *in statu quo*, with this exception, that a portion of the Infantry Regiment and some of its sick have been lodged in the future Cavalry Barracks on the race course, as a temporary arrangement.

(2.) The British Infantry Regiment remains in its old quarters (destined for the Commissariat), with the exception of that portion of it which, as stated above, has been temporarily located in the future Cavalry Barracks on the race course.

(3.) No steps have been taken with a view to the construction of the subterranean tanks of roof-water, recommended by Sir William Denison as the chief source of water-supply. The works and machinery requisite for raising and purifying the water from the Ulsoor tank, regarded by the late Governor as the subsidiary source, are advanced nearly to completion. The machinery operates to the satisfaction of the Engineer Officer, and the pipes destined to convey the water raised by the engine across the valley to the Military Establishments on the other side are on the way from England.

(4.) The mess and recreation rooms destined for the Serjeants of Artillery and Cavalry, whose present accommodation for those purposes will be appropriated as Cavalry Barracks, are in course of erection.

(5.) No commencement has been made in the conversion of the quarters belonging to the two Batteries of Field Artillery to Ordnance purposes. These quarters are still occupied by the Artillery, whose future quarters on the race course, in connexion with the British Cavalry Regiment, are not yet completed.

(6.) The British Infantry Regiment being still stationed in its old condemned quarters in the town, those quarters have, of course, not been given up to the Commissariat Department. Considerable progress has, however, been made in the construction of the bakery in the middle of the Infantry Barrack yard, which will form a principal feature of the future Commissariat Establishment. The barracks, though mean and half-ruinous, are, however, fortunately very healthy at present.

(7.) No new hospital has been commenced or designed for the European Infantry Regiment, either in connexion with its projected quarters at the old Cavalry Barracks in the town, or in connexion with the new Cavalry Hospital on the race course. As the matter now stands, however, the new Infantry Hospital would (though no definitive orders have, I believe, been issued) be constructed near the future regimental quarters and not at the race course; the decision of the Commander-in-Chief and the Government having been given in that sense against the opinion of the Sanitary Commission, but in harmony with the views of the Committee of Military and Medical Officers convoked at Bangalore in May 1865.

(8.) No measures have been embraced for the construction of a general Military Prison at Bangalore.

III. The progress made in the projected arrangements at Bangalore during the past year may not by the above account appear to be very satisfactory, but it must be remembered that the limited appropriations made by Government have been scattered over a variety of subordinate buildings, which, though individually apparently insignificant, are all important and indispensable parts of a great whole. The group of regimental buildings moves slowly, but surely and satisfactorily, to completion. I see nothing to blame and little to regret in the course pursued under the sanction of Government by the Executive Engineer, who, as he assures me, will exhaust all the funds at his disposal in the present year, and who would spend more if he had more. The outlay on the bakery might perhaps have been deferred, and the funds appropriated to this purpose might have been applied to the more expeditious settlement of the troops in their respective definitive quarters, but the bakery is itself a desirable and economical undertaking. I am certainly under the impression that some of the buildings are designed with an unnecessary degree of solidity, but this costly and durable method of construction is consistent with the standard plans now in force and the prescription of sanitary authority.

IV. I now proceed to offer some suggestions with a view to the vigorous prosecution of the most necessary works in the ensuing year, specifying the projects which, in my humble judgment, might be deferred, and those on which our attention and expenditure should be concentrated.

I propose to strike out of present consideration four of the objects contemplated by Sir William Denison's recommendations. (1.) The construction of subterranean tanks for storing roof-water. (2.) All works connected with the conversion of the Artillery quarters to Ordnance purposes. (3.) All works connected with the conversion of the old Infantry quarters to Commissariat purposes, except the prosecution of the bakery. (4.) The proposed Central Military Prison.

(1.) The project of storing roof-water in subterranean tanks for drinking and cooking purposes is a most commendable one. I adhere to all that Sir William Denison and Sir Gaspard LeMarchant have said on the subject. There is nothing more remarkable than the neglect in storing roof-water which prevails in this Presidency, in most parts of which the rainfall on the roof of a habitation with its dependencies would supply the inmates with sufficient water of the finest quality for personal consumption throughout the year. I do not in the least undervalue the expedient, nor do I discourage its eventual adoption, but I think that in the meantime the first object should be the completion of the supply works for the Ulsoor tank. The water of the Ulsoor reservoir has been improved by the exclusion of the town sewerage which formerly defiled it, but which is now conveyed below the tank to the country beyond. The machinery is ready, the filtering basins are nearly completed, the pipes are shortly expected. The water-supply thus furnished will be brought, not only to the plateau of the old race course, but to all the Military Establishment of the Madras Government at Bangalore. The quality of the water is tolerable for every purpose, and the quantity sufficient for all. It would be a pity to defer a project so comprehensive, so well understood, and so far advanced, for a scheme, novel in this country, and only of local and partial application, such as that of the subterranean tanks

for roof-water. Should the water of the Ulsoor tank prove unsatisfactory in quality for drinking, or insufficient in quantity, it will be opened to Government to revert to the project of subterranean tanks in connexion with the hospital and barracks, with the view of obtaining a superior quality for drinking purposes and an auxiliary supply for all. It has, I know, been urged that the prosecution of the Ulsoor water works is a wasteful undertaking for the Mysore Government, and the Municipal Authorities of Bangalore have set on foot another scheme for introducing tank water from the country for the use of the Mysore Establishments and the civil population. It is urged that two schemes of water-supply are extravagant, and that the Madras Engineer and the Mysore Engineer might combine their plans and bring, by a single aqueduct, sufficient water for the various establishments of Madras and Mysore, as well as for the townspeople, sharing the cost and the proceeds in an equitable manner. I am far from asserting that this might not have been, in the first instance, desirable. It is probable that the whole rainfall on the available area in the neighbourhood might have been concentrated in a single reservoir or chain of reservoirs, and that a single water channel might have been led to the city adequate for every purpose. But this plan was not adopted at the proper time. The Madras Government has expended a considerable sum on the works at the Ulsoor tank, they are almost ready for operation, they are sufficient for the use of our establishments. The expedient is a simple one and a direct one. The negotiation of an arrangement at this stage, with the Government of Mysore and with the Municipality of Bangalore, with conflicting opinions and interests, and controversial Engineers would be a complicated matter, and might produce delay and perhaps eventual embarrassments. I would advise that we should deal promptly and apart with our own wants, and leave the Government of Mysore and the Municipal Authorities to settle separately for their own troops and their own people. It may not be the best solution in principle, we may regret that a wiser and more economical combination was not contrived before, but it is a practical solution which suits our necessities and which we can apply at once.

(2.) The Artillery quarters cannot be converted into a Military Arsenal until the two Batteries are established in their new barracks on the race course. The Arsenal cannot be commenced until the quarters are evacuated, but I would not be in a hurry to commence the new Arsenal. The object is no doubt most desirable, but it can wait. It would be probably deemed desirable that every accommodation and appliance for the health and convenience of the Cavalry and Artillery on the race course and of the Infantry in the old Cavalry barracks should be matured before provision is made for lodging stores and ammunition which are now safely, though inconveniently, placed in the old native Fort.

(3.) The same argument applies to the conversion of the Infantry Barrack to Commissariat purposes. The work cannot be commenced till the troops are out, and, if the resources at the command of Government are not sufficient for the energetic prosecution of all the objects in view at once, the repair of old repositories and the construction of new ones should surely be postponed until every provision has been made for the welfare of the soldier, his family, and his horse.

(4.) The necessity for a Central Military Prison at Bangalore is not demonstrated to me. Breaches of Military discipline are, I presume, dealt with in the Regimental Prisons. For serious criminal offences there are the jails of

the country. There cannot surely be a pressing necessity for a large and expensive penal establishment exclusively appropriated to Military Criminals, when the European wards at Madras are half empty, and the admirable jail at Ootacamund with thirty-two cells has only eight inmates. Before undertaking the construction of a Central Military Prison at Bangalore, are there not many wants connected with the moral and sanitary condition of the soldier and his dependents at Bellary, Madras, the Mount, Poonamallee, and in other places which ought to be supplied?

V. If the views which I have here submitted, with reference to the postponement or elimination of four of the measures recommended by Sir William Denison, be deemed judicious, there remain two projects which it is desirable to complete in the most efficient manner with the least possible delay. These are, (1.)—the transfer of the Cavalry and the two Batteries to the race course; (2.)—the transfer of the Infantry to the Cavalry Barrack; and these two measures embrace and imply two others separately specified by Sir William Denison, namely, the construction of new mess and recreation rooms for Non-commissioned Officers, and the erection of a new hospital for the Infantry Regiment.

(1.) The transfer of the Cavalry Regiment and of the two Batteries to the race course is the capital object in view, and the transfer of the Cavalry is most necessary, as it is the basis of all the other arrangements. It ought not, in my opinion, to be attempted until everything is ready for the accommodation of the men, their families, and their horses. The barracks are complete or nearly so; the hospital, the latrines, the kitchens, the recreation buildings, the family quarters, and other subsidiary buildings are all sanctioned, or in course of erection. But there are two essential particulars in which nothing has been settled. No plans have been adopted for stabling the horses, and none for the drainage of the plateau. These objects were, no doubt, contemplated by Sir William Denison, though they are not distinctly urged in his Minute of last year. They are both urgently recommended alike by the Sanitary Commission and by the Bangalore Committee in their respective reports. They are now urged by the Commander-in-Chief, the Sanitary Commissioner, and the local Commanding Officers.

Plans of stables for 440 horses, based on the standard design of the Supreme Government, have been long under the consideration of the Quartermaster-General and the Executive Engineer, and in the form definitively submitted these stables were estimated to cost Rupees 1,25,000 in the aggregate, or 285 rupees per horse, without any provision for saddle-rooms or other subsidiary buildings. The projected cost was deemed unreasonable by the Commander-in-Chief, who would be satisfied with a cheap and unpretending description of structure for this purpose. In a letter addressed to me by His Excellency, he makes use of the following expressions, in which I entirely concur.

"All I desire for the Cavalry is *shelter*, a sound, cheap covering, such as Colonel Cooke will explain to you. I wish to protect the health of the men as well as of the horses, both of which are now exposed to all the deteriorating effects of a trying climate, in scorching heat or heavy rain. In fact, I consider the building of cover or stables as an immense sanitary object both for men and horses."

Bearing the views of the Commander-in-Chief in mind, and availing myself of the presence of the Quartermaster-General at Bangalore during my recent visit, I inspected the stables of the Zillahdar Force, which were constructed at

the rate of Rupees 64 per horse, and, with the assistance of Mr. Gow, the architect of these stables, I have prepared two simple plans of stabling which would cost about Rupees 140 per horse,* and which I have left in the hands of the Commander-in-Chief. It may be regretted that they are so much more costly than the stables of the Mysore Cavalry, but they are of a superior character, affording a more perfect shelter to the horse, to the soldier, and to the Inspecting Officer; nor must it be forgotten that the rate of wages and the value of materials have both advanced since the Zillahdar stables were erected. The question of stabling will be brought under the consideration of Government by the Commander-in-Chief, who will urge the immediate execution of the project as an indispensable condition of the transfer of the Cavalry Regiment to the race course. The views of His Excellency on this subject are supported by those of General Haines, of Colonel Dickson, of Colonel Mein, and of Mr. Thacker, all of whom I consulted on this subject. Mr. Thacker enforced the necessity of shelter, not only with reference to the preservation of the health and efficiency of the horse, but with a view also to the economy of his food, a subject on which I intend to elicit the opinion of Mr. Thacker hereafter in a more formal manner. Since I have witnessed the system of picketing the valuable horses of the Cavalry and Artillery in the open air, I have been strongly impressed with the obnoxious and wasteful character of this practice. I agree with the Commander-in-Chief in deprecating the transfer of the Cavalry to their new quarters without bringing their horses under cover. The same considerations apply with equal cogency to the horses of the Artillery, and after the transfer of the Cavalry, the erection of stables for the two Batteries should be pushed on as an indispensable preliminary to the permanent settlement of that force on the plateau.

No plan for the drainage of the race course, with its various edifices and numerous population, has as yet been perfected; but the question is now under the consideration of the Executive Engineer and his subordinates. I would not make the transfer of the troops absolutely conditional on the completion of this work, but the work is an essential one, and should be undertaken both with deliberation and energy. The rainfall on the area of the plateau, the roof-water of the buildings projected on the soil, and the amount of fluid discharged by the aqueduct from the Ulsoor tank, and contaminated by the various purposes to which it is applied, will form a considerable aggregate which it is most essential to remove from the vicinity of the habitations. How far this volume of water can be employed in carrying off the solid parts of the sewage as well as the liquid portions is a question for the Engineers to decide. I am disposed to concur with the Sanitary Commissioner in believing that the whole of the sewage from the latrines and other repositories should be cleared away in covered drains by the water-supply. The fall of the ground on all sides but one is very favorable for this purpose, and, as the contents of the drains would thus become of a highly fertilizing quality, they could be advantageously expended upon the meadow ground at a judicious distance.

The sewage would find its way back to the plateau in the form of hay.

*NOTE.—This plan has been subjected by the Commander-in-Chief to further revision, and a contractor has been found ready to execute it with palmyra instead of teak, and some other modifications for the sum of Rupees 42,070, being at the rate of Rupees 94, for 446 horses. I strongly recommend the immediate adoption and execution of this plan as an emergent work.

(2.) As soon as the transfer of the Cavalry Regiment to the race course has been effected, the Infantry Regiment will find spacious and salubrious quarters in the vacated buildings which by that time will be expanded by the additional barracks now well advanced. Some portions of the buildings on the old site being perhaps retained for a time as family quarters. The only matter in connexion with this change, which is still unsettled and which requires immediate decision, is the site of the new Infantry Hospital.

The Sanitary Commission advised the race course. The Bangalore Committee contended for the vicinity of the barracks, urging the distances and the disadvantages of a divided management. The Commander-in-Chief and the Government have cast their votes along with the Committee. No definitive orders have however been given, and I venture once more to recommend the subject to the consideration of the Commander-in-Chief. My own impressions were, I confess, in the first instance, against the Sanitary Commission. It seemed natural and desirable that the Regimental Hospital should be placed in close conjunction with the regiment for the convenience of the Surgeon, for the convenience of the Commanding Officer, in the interest of general discipline and supervision, and in order to avoid the transport of the patient, perhaps suffering from an acute or painful disease or injury. The site of the old Cavalry Barracks might not be deemed at present very favorable for a hospital. It is not far from a portion of the native town and the Ulsoor tank, while the regimental horse lines, the sick horse lines, and a variety of old and tainted buildings and drains connected with the former quarters of the Infantry Regiment, might combine to produce at certain seasons and with certain winds malarious influences. The transfer of the Cavalry Regiment with its accessories, the removal of superannuated structures, and the improvement of the tank and the drainage, would however go far to counteract any danger of this sort. There seemed to be many arguments for building the Regimental Hospital at the site of the barracks, and no valid objection against it. My recent inquiries on the spot have however led me to alter my opinion. I learned that some patients belonging to the 16th Lancers, whose cases were found to be obstinate or retrogressive in the hospital at the Cavalry Barracks, had been removed without difficulty or suffering, to the race course, where they were found to recover rapidly in the purer air of that locality. Deputy Inspector-General Mackenzie considered this experiment to be decisive in favor of uniting all the Regimental Hospitals at the race course. General Haines, Dr. Inglis, Dr. Kennedy, Dr. Macbeth, and the Sanitary Commissioner were all of the same opinion.

I was assured that no embarrassment would be experienced in dealing with casual cases of indisposition in a sick room at the regimental quarters, or in the transport of graver cases to the race course. Should the Commander-in-Chief and the Government eventually determine in favor of concentrating all the hospital accommodation for the European Troops on the race course, it will probably be found necessary to give the group of hospital buildings the character of a General Hospital, and to construct quarters for an English Medical Officer in connexion with them.

6. Before closing these remarks, I must advert to a question affecting the future water-supply of the British Troops at Bangalore, which may require some action on the part of Government. Two tanks, as I am informed, are appropriated to the use of the Cantonment at Bangalore, by prescriptive usage, if not by positive grant or right; the Sumpengy tank and the Ulsoor tank. The former

is not made use of. The latter contains the whole supply available for the Military establishments of this Government in the town and on the race course. The drainage towards these tanks from the adjacent country is being appropriated by the Mysore Engineer in the formation of a chain of reservoirs contiguous to the present "Miller's tank," from which it is his intention to supply the Mysore establishments and the population of the town. The sources of the Sumpengy tank have been already directed to the new works, and a portion of one of the feeding valleys of the Ulsoor tank has also been appropriated. Of the Sumpengy tank it is not necessary to speak, that reservoir being of no importance or utility whatever, but it is absolutely essential to guard against any diminution of the water-flow to the Ulsoor tank on which the Madras Government have bestowed such a large expenditure. Major Sankey has projected certain dams and water channels on the Dodocondah valley, the main feeding basin of this tank by which a large portion of the rainfall would be cut off from its natural outfall and be conveyed aside to the new Mysore reservoirs. The officer referred to alleges, in justification of his project, 1st, that the water-supply flowing to the Ulsoor tank would still remain amply adequate to the wants of the Madras Establishments, and, 2ndly, that, if it be found necessary to replenish the tank from other sources, such sources exist beyond the Light Cavalry parade ground on either side of the Madras Railway, and that from this area of rainfall an abundant supply of water might be led to the Ulsoor tank at a very insignificant cost.

It would be altogether repugnant to the sentiments of the Madras Government to keep for their exclusive use a source of water-supply available for the wants of the Mysore Government, if their own wants can be made good from other sources equally pure and abundant. It would not be expedient, however, to give up the existing source of supply without having first secured a sufficient indemnity for the concession, and if the Mysore Government finds it convenient to appropriate to their necessities a portion of the rainfall which now runs gratuitously and naturally to the main reservoir of the Madras Government, the Government of Mysore are, in my opinion, bound to defray the charge of conveying the compensating supply from the new source to that reservoir.

I propose, therefore, that a communication be addressed to the Mysore Government referring to the prejudice which would be caused to the Ulsoor tank by the works contemplated by Major Sankey, and pointing out that the Government of Madras will expect that, before such works are carried into effect, an amount of water-supply, fully corresponding to the quantity about to be abstracted, shall be directed to the tank at the charge of the Mysore Government.

7. In conclusion, I think it right to add the expression of my gratification in the general air of welfare and progress exhibited at Bangalore under a Civil and Military administration directed by able officers, heartily co-operating for the common good. Among the various improvements of which this flourishing station is the scene, there is none which I witnessed with more satisfaction than the formation of the new lines for the Madras Sappers under the direction of Colonel Hill. In these lines the general character of native quarters has been preserved with ample provision for ventilation, drainage, and shade, while the local materials have been used so as to produce, without ornament, an agreeable and tasteful effect. The lines designed by Colonel Hill will, when completed, afford a model for the habitations of the whole Native Army.

In like manner, the Mysore Central Jail at Bangalore may present a pattern

for the penal establishments of the Madras Presidency and a school for those to whom they are entrusted.

No. 24.—JANUARY 4, 1867.

Communicating the result of an inspection of the Lock-ups in connexion with the Madras Police Courts.

I took occasion to visit the three Lock-ups in connexion with the three Police Courts of Madras this morning at an early hour, and I beg to submit the following remarks as the result of a hasty inspection.

2. At Royapettah the cells are spacious, tolerably ventilated, and clean. The privy is ill-ventilated, filthy, and offensive to a degree which can hardly be described, although the defects of construction and conservancy were noticed by the Sanitary Commissioner (by whom I was attended) about two years ago, and recommended for correction. The apparatus for the purposes of nature in the cells is insufficient. A separate building appropriated to the detention of persons subject to fine, and incapable of satisfying their sentence, was strewn with dung and litter, and appeared to be the habitation of goats. The ground of the compound was dirty and defiled. The European Police Officer in charge was ill-informed respecting the persons and offences of the prisoners under remand, and his register was not quite written up to date. There is no proper accommodation for European prisoners.

3. In Vepery the accommodation for prisoners is not quite so good as at Royapettah, but it is in no degree deficient. The same defects of conservancy are apparent in nearly the same measure, but no other fault can be found with the cells appropriated to Native offenders. There is an entire deficiency of accommodation for European prisoners, as far as I saw, except that in one of the cells there was an iron cot without bedding. In consequence of this, an Englishman arrested, as I understood, during the night on a charge of trespass and contempt of Court, but who discovered every symptom of recent inebriation, had been shut up in a room attached to the Magistrate's Cutcherry, where he was allowed the benefit of his wife's society. The East Indian Police Inspector in charge had not made any entry on his register since the 19th of December, but he informed me that the Native Duffadar had kept the record punctually in Hindoostanee.

4. The Lock-up in Black Town, which is much less favorably situated for cleanliness and ventilation than the others, was in those respects superior to them. The corridors and cells on the ground-floor, which in such a locality might easily have been closed, were perfectly sweet and inoffensive; a laudable, though imperfect, attempt has been made to carry out the dry-earth system in the latrine, and the necessary provision for European offenders has been made in the ward appropriated to that class. The Native Policeman in charge had his register in perfect order. The European Inspector being absent, I was not able to inspect his book. The state of this jail reflects credit on those who are concerned in its management.

5. In none of these places of confinement was there maintained, apparently, a systematic distinction between prisoners brought in during the night for casual offences or disorders, and prisoners remanded after preliminary investigation. The two classes, both male and female, were, or might be, blended together. A

separation of the two categories would be desirable, but I cannot affirm, as far as Natives are concerned, that it is of much importance.

6. On the whole it was satisfactory to see that the accommodation both for prisoners and for the Police Courts is ample, and that only a little reformation and attention in regard to classification, furniture, conservancy, and punctuality in the performance of formal duties are requisite to make these establishments exemplary in all respects. An occasional personal inspection on the part of the Head of the City Police, and a very small expenditure on the part of the Department of Public Works, would secure the desired result.

No. 25.—JANUARY 10, 1867.

Suggesting the advisability of instituting a comprehensive inquiry into the causes which prompted the outbreak in the Khond Highlands in 1865, and of devising conciliatory measures.

In the Minute which I communicated to Government, under date of 1st September 1866, after my return from Ganjam, I refrained from offering any remarks on the state of affairs in the Khond Hills. A change was then impending in the office of Assistant Agent at Russelcondah, to which the administration of the Khond region is specially entrusted; the Agent was absorbed in the direction of relief measures in other parts of the province; the Hill tracts were not themselves actively disturbed; the means of inquiry and report were not available; and the necessity was not pressing.

2. Circumstances are now altered. Captain Marshall has given place to Mr. Goodrich, an officer who has shown a marked interest in the language, manners, and institutions of the Khond race, and who possesses the strength and activity requisite for the management of an unhealthy and inaccessible country. He has been for some weeks residing and travelling in the Hills. The gradual subsidence of the famine has relieved Mr. Forbes from his most arduous duties. The country is not the scene of actual violence; but the sullen resentment which prevailed when I visited the adjacent plains has yet to be effaced, and the suspended operations of the Policeman, the Road-maker, and the School Inspector must be resumed. The impression which I brought away from Ganjam was that the revolted portion of the Khonds had been punished, but only half-subdued, and that they remained more deeply alienated from British authority than at any previous period. It seems to me that the time has now come when this evil ought to be accurately delineated, and the appropriate remedies discovered and applied. It is not enough to suppress Meriah, infanticide, tribal conflict, and insurrection: the confidence and attachment of a people have to be won.

3. It is not my purpose to enter at large upon the causes of the last outbreak among the Kuttayah Khonds and their neighbouring confederates; it is enough to say that those causes, whether general or particular, remote or proximate, all belong to the position of a people subject to the encroachments of a superior race, and to the innovations of a civilized Government. The increasing ascendancy of the Ooryah element, and the consolidation of English authority in the Hills, could not continue without provoking successive bursts of resistance. The two aggressive influences go hand in hand. The Ooryah represents the obnoxious powers of feudal superiority, traffic, and social progress: he has fixed himself there as Lord

of the Soil, as Merchant, as the Agent of Justice, as the Contractor for public works. The Ooryah levies rent or service; he eats the Khond out of the land by enterprise and wealth; he drives the Khond in seed time and in harvest to dig roads from the plain; he drags the Khond for new crimes to strange Courts and Jails; he compels the Khond to preserve his offspring, and to abandon his sacrifice. As the depository of superior aptitudes and tendencies, the Ooryah is the natural ally of the English Government, and is himself impelled by our resistless power and vigilant benevolence. The process of transformation, in which the Khond people are involved is necessary, and we cannot dispense with the services of a Native Agency. We must prosecute our policy, and use our instruments with unrelaxing energy. All we can do is to watch and mitigate the action of the Ooryah, and to hear the claims and heal the wrongs of the Khond when it is possible. The Government can inquire where, in the past, power has been abused for good purposes, and how those good purposes can be attained, in future, without an abuse of power.

4. With these objects in view, it seems to me that the suggestion contained in the letter from the Government of India, of February 22nd, 1866, was a wise one. The Supreme Government affirmed that, "when the outbreak had been finally suppressed, it would be expedient to depute some officer wholly unconnected with the administration of the district previous to the outbreak, or with the Police, to make a full inquiry into the causes which had given rise to it." In their reply, the Government of Madras transmitted their Proceedings, Nos. 142 to 146, of March 20th, which they stated to contain "a full narrative of the events which had occurred, the causes of the outbreak, and its eventual suppression." In regard to the proposal that a Special Commissioner should be employed to investigate the origin of the insurrection, the Government remarked "that the information furnished in the papers then submitted was full and detailed, and that the Governor in Council did not think that any additional or more reliable information would be obtained by instituting any further inquiry on the subject, which would probably tend to unsettle the minds of the Hill men, and to weaken the effect of the measures which have already been taken for the restoration of order and in vindication of the law. In the opinion of the Madras Government, the only effectual means of maintaining order and introducing civilization into these tracts was to be found in the location of one or more European Officers on the Hills during a considerable portion of the year. His Excellency in Council trusted that, until this experiment should have been fairly tried, the Government of India would allow the issue of a Special Commission of Inquiry into the causes of the late outbreak to be postponed."

5. In the views thus expressed by the Government of Madras, I do not entirely concur.

The reports forwarded to the Government of India were not deliberate, and did not proceed from sources entirely dispassionate or disinterested. I do not wish to depreciate the memoir furnished by the Inspector-General of Police. It is an able and interesting narrative; it contains valuable particulars and reflections, but it is imperfect—it touches lightly and obliquely on some delicate matters; it shows the warmth of one recently engaged in active personal exertion;—I believe that it was supplemented by verbal communications to the late Governor. Nor are the views expressed by Mr. Robinson altogether consistent with the opinions of the Assistant Agent in Ganjam, conveyed in his letter of March 10th, 1866, No. 33, nor with those of the Agent, Mr. Forbes, stated, but

imperfectly developed, in his report to the Board of Revenue on the Administration of Ganjam for the official year 1865-66.

On the other hand, it appears to me that the inquiries suggested by the Supreme Government could not be properly deferred until the results of the residence of a European Officer in the Hills had been tested. The Government of Madras were no doubt right in asserting that order could only be maintained, and civilization introduced, in conjunction with such a measure. But the experiment must be patient and prolonged. In the interval, the memory of many things might be disguised or obliterated, and the European Officer would be deprived of the benefit of the investigation which might contain disclosures and counsels of material benefit to him in the performance of his duties.

6. The Government of Madras having, however, in the exercise of their deliberate judgment, declined the measure advocated by the Supreme Government, and the Supreme Government having apparently acquiesced in their decision, it would not become me to revive the project. The same result may be attained in another way, and by the use of an instrumentality which would not arouse the agitation and the hopes which this Government apprehended from the nomination of a Special Commission.

During almost the whole period of the disturbances of 1865, Mr. Gordon Forbes was absent from his post. He only returned in time to take part in the suppression of the second unimportant outbreak in the Bodagada Maliah. Mr. Forbes is, therefore, in a comparatively unprejudiced and dispassionate position; while, in his local experience, he possesses one advantage which would be wanting in a Commissioner absolutely strange to the country and the transactions in question. I propose that Mr. Forbes be instructed to repair at his earliest convenience to Russelcondah, and, if his health should permit it, to the Hill Tracts themselves, and that he should prepare, with due deliberation, a report on the causes of the last outbreak among the Kuttayah Porades and Bodagada Khonds, and a sketch of the measures which he is enabled to suggest for the permanent security and conciliation of the country.

7. It forms no part of my design to confine Mr. Forbes to any particular topics. His report ought to be as comprehensive as possible; but, in case Government should adopt the measure now submitted to them, I think it right to indicate some points on which, in my opinion, they ought to be particularly informed, and which should, therefore, have a prominent place in the inquiries of the Agent:—

(i.) The origin of the Ooryah Patros having authority and property in the Khond and other villages in the Hills; the nature of such authority and property; the manner in which such rights or claims are exercised; the manner in which they can be harmonized with the liberties and welfare of the common Khonds and Ooryahs, and with the authority and revenue interests of the Government.

(ii.) The present state of the roads in the Hills; an exact description of the manner in which those roads were allotted to the Ooryah Patros for execution; of the way in which the work was distributed by the Patros among the laboring classes in the different races; of the method of procuring labor, of directing it, and of remunerating it; of the effect which the works in question had on the material interests and the temper of the laborers; the best method of prosecuting the construction of roads and other public works in future.

(iii.) The part taken by the Police in enforcing the execution of public works; their general conduct in the performance of their duties before the

outbreak; their conduct in the field towards the rebels; their discipline and subordination; the motives which have led to the cessation of patrol duty in the country; the present position of the Police; the access which they actually possess to Kuttayah Maliahs and other remote tracts; the practicability of embodying Khonds in the Force, with the view of preserving local order.

(iv.) The Paiks or armed retainers of the Ooryah Patros in the plains and in the hills; the exact nature and functions of this Militia; the part taken by them in the suppression of the revolt and their conduct in the field; the expediency of suffering this class of men to be maintained by the Ooryah Patros, in what places and in what numbers.

(v.) The practicability of a general disarmament of all classes in the Hill Tracts, if that has not yet been effected. The expediency of extending to the Khond Highlands the provisions of the Moplah Act, or the adoption of some measure of an analogous character.

(vi.) The expediency of stationing a small detachment of Native Regular Troops in the Khond Highlands.

(vii.) The expediency of introducing the revenue system into the Hill Districts, and in what form.

(viii.) The climate of the Hill Tracts, compared with the other feverish districts of the Presidency; its effect on the European and Native constitutions; the comparative salubrity of different localities.

(ix.) The residence of the Assistant Agent, or of some other English or East Indian Magistrate, in the Hills. The maintenance of regular Courts of Justice, of Subsidiary Jails, of a Dispensary, and a Medical Officer in the country. The places in which such Officers and Establishments might be most advantageously stationed.

(x.) The relative position of the Khond and Ooryah races since the last outbreak. Whether the Ooryahs have recovered the villages from which they were expelled, or whether they remain excluded and deprived of their rights and property.

(xi.) The extent to which the practices of infanticide and human sacrifices have been effectually suppressed among the Khonds; whether any substitute is generally introduced for the latter rite. The general state of their superstitious belief and practice.

(xii.) The present condition of schools in the Hill tracts; the means of improving and inspecting them.

With a report embodying the matters which I have noted, and others which the better knowledge of the Agent may add, the Government would be enabled to initiate a course of policy in the Hill Districts of Ganjam, which would gradually reduce that region to a normal, social condition. If it be true that the country in question has much in common with Coorg and Wynaad, its subjugation to the purposes of profitable European industry would not remain far behind. A high political and moral result would be thus attained—the elimination of the last element of stubborn barbarism and active disaffection from the Presidency of Madras.

No. 26.—JANUARY 28, 1867.

On the same subject.

In a Minute, under date of January 10th, I communicated to Council my opinion that the time had come to obtain a deliberate, comprehensive opinion

upon the causes which prompted the outbreak in the Khond Highlands in 1865, and upon the measures which would effectually pacify and reconcile the country. I suggested that the duty of preparing such a report should be entrusted to Mr. Gordon Forbes, the Agent of this Government in Ganjam, and that he should be directed to perform it without delay.

I am now in possession of the views of my Colleagues in Council on this proposal.

2. Sir Thomas Pycroft, in his Minute, dated January 17th, has fully set forth the grounds of his dissent. He considers that the reports made in January and February 1866 by the Inspector-General of Police and the Acting Agent for Government in Ganjam, submitted in the following month to the Supreme Government and to the Secretary of State for India, contain a view of the causes of the outbreak, and of the measures prosecuted for its suppression, which leaves little to be desired or expected. He deprecates any further reference to the past, and would prefer to leave the present tendency to conciliation and repose undisturbed. Sir Thomas Pycroft is also of opinion that the position and sentiments of Mr. Forbes do not afford all the guarantees of impartiality and discretion so necessary to the performance of a duty of this nature. He considers, however, that the contemplated removal of Mr. Forbes to the Board of Revenue some months hence will afford an opportunity for the nomination of an Officer in Ganjam altogether unprepossessed in these matters, and that the new Agent might be instructed, in due time, to report upon the result of the measures initiated for the improvement of the Khonds, and on the further arrangements which may be deemed desirable.

3. Mr. Phillips recognizes that a broader statement might have been obtained of the causes of the last outbreak than that furnished by the existing reports, but he thinks that a fresh investigation of the causes of disturbance, so soon after the pacification of the country, might be detrimental. He is also of opinion that Mr. Gordon Forbes is not the most eligible person for the duty referred to, and advises that it may be left to his successor in his office.

4. After giving my best consideration to the opinions of my Colleagues, and to the reports on which those opinions are based, I am unable to concur in their conclusions. I cannot agree with Sir Thomas Pycroft in thinking that the accounts supplied by parties recently engaged in the arduous work of repression, and more or less responsible for the outbreak itself, in so far as it was provoked by the measures of Government, can bear the stamp of completeness, reflection, and impartiality, which it is so desirable to obtain, and which the Supreme Government, no doubt, contemplated when they directed that a Special Commissioner should be deputed for this investigation. I cannot divest myself of the impression that the share of the Police in arousing the suspended disaffection of the Khonds, and the conduct of the same body in the suppression of the outbreak, have not been fully portrayed in the official reports of the Inspector-General, while the social influences and institutions co-operating with particular irritations in that country have been imperfectly explained both by that Officer and the Acting Agent. No scheme of remedial measures has been devised at all. On the other hand, I do not subscribe to the opinion of Mr. Phillips that any danger would be attached to an immediate inquiry on the spot by an Agent acting in due course of his duty. Such an inquiry would, I think, rather allay animosity and excitement than arouse them.

5. In regard to the nomination of Mr. Gordon Forbes for the contemplated

inquiry, I must, however, acknowledge no little validity in the remarks of my Colleagues. There have, undoubtedly, been some traces of indiscretion in the correspondence of that gentleman, and since my first Minute was framed he has incurred some animadversion on the part of Government, in consequence of the part taken by him in the matter of granting a free pardon to two persons concerned in the death of some Policemen during the disturbances. We should not be justified in affirming that this want of reflection would be reproduced in the prosecution of a formal inquiry to which a weighty responsibility would be attached, but I must allow that the employment of a person of experience and judgment, quite unsuspected of bias or passion, would have its advantages, and that the contemplated removal of Mr. Forbes a few months hence would afford a good opportunity for securing the services of such a person.

6. I consequently adhere to the opinion of my Colleagues, that the question may be for the present deferred, and I reserve to myself the liberty of renewing, at a subsequent period, my proposal for a comprehensive inquiry into the causes of the late revolt; the existing relations of the Khond people with Government and the Ooryah Lords; and the measures which may be desirable, with a view to the civilization of that region.

In the meantime, the views of the several Members of Government may be submitted to the Secretary of State, for any observations which His Lordship may think proper to pass upon them.

No. 27.—11TH JANUARY 1867.

In explanation of the transfer of Mr. Sim from the Secretariat to the Board of Revenue.

In proposing the nomination of Mr. Sim to the third seat at the Board of Revenue, I think it right to add some explanation of the motives which have induced me to offer to that gentleman an appointment which may not seem altogether commensurate to his claims, and which may deprive the Government of his services in other posts which would afford a more fitting scene for the exercise of his varied abilities. It would have been my desire to offer Mr. Sim the post of Chief Secretary to Government, should that appointment become vacant during my tenure of government, if it had not been that the physical infirmity of deafness with which Mr. Sim is affected would, in my humble judgment, render the execution of the more active functions of that position in some degree onerous to himself and to others. It is with reluctance, therefore, that I propose to place him in a position in which personal conference is not so necessary, but in which he may still render the most essential services to the State. With a view to the seniority and services of others, I have been under the necessity of offering Mr. Sim the third seat and the lowest salary in the body to which he will belong. I think it right, however, to place on record my intention to confer the second seat on him when it becomes vacant a few months hence, and my opinion that the services of Mr. Sim in the Revenue Department give him a claim to the first seat at the Board whenever it shall be at the disposal of Government.

Bringing to notice the ruinous state of the Vepery Lines, and suggesting the nomination of a Committee for the purpose of examining the subject thoroughly and fixing upon a more suitable site.

His Excellency the Commander-in-Chief having drawn my attention to the ruinous and disreputable state of the Vepery Lines, now occupied by the 2nd Regiment Native Foot, I recently visited the locality in company with the Sanitary Commissioner, the Colonel of the Regiment, and other Officers.

2. The proximate cause of the deterioration of the buildings has been the unusual severity of the rains during the north-east monsoon. The ground on which the huts stand was generally flooded by the rainfall, and the overflow of adjacent tanks, in the lower portions of the site the water stood nearly knee deep, the floors of the huts were, of course, inundated, and the inmates forced to take refuge elsewhere. In the part occupied by the left wing of the regiment, in many cases, the walls of the huts were softened and sapped, so that they yielded to the superincumbent pressure of the roof, and the latter fell to the ground. That half of the lines became uninhabitable, and the soldiers with their families scattered in the adjacent hovels of the native town, where many, I believe, still remain. The right wing was more fortunate. It was only injured, not ruined. The soldiers have not been compelled to leave their habitations for any length of time.

3. If the incident to which I allude was a singular case, if this damage, inconvenience, and disgrace were the result of an unexampled storm of which we might not expect the recurrence, and if, under normal circumstances, the Vepery Lines afforded the proper securities for the health, cleanliness, and good order so desirable in the residences of Native Troops, there would be no motive for my interference. The huts would be re-built under the regulations existing for that purpose, and things would continue as before. In fact, under the orders of the Commander-in-Chief and the competent Military Department, they are being re-built. But I submit that things ought not to go on as they were before. The calamity of the present season is only the exaggeration of an annual vexation. Every year the Vepery Lines are impaired by water and by damp, and the soldiers are subjected to suffering and loss. The site is notoriously bad; it has been condemned over and over again; it has not the advantage of being cheap, for it is rented by Government at a considerable cost, nor have the Government even an undivided power over it, for there is a group of houses within the lines occupied by a low order of natives, not subject to Military Law, dirty and ruinous.

4. It would be idle to contend further in favor of abandoning a place which all Commanders and all Governments have wished to abandon. It is only necessary to take a decision and to sustain it. The desired result would certainly ensue.

5. In the opinion of most competent judges, the Military duties of Madras cannot be performed with less than three Native Regiments of Infantry; and, if these duties are to be done efficiently and with comfort to the men and their families, the regiments must be stationed within three miles from the Garrison Parade Ground. The difficulty of obtaining an eligible site cannot surely be insuperable in a town which contains extensive unoccupied spaces. For the

purpose of examining this subject thoroughly, and of fixing upon a suitable locality, I propose the nomination of a Committee composed of the Deputy Quartermaster-General or other Officer of his Department in this Division, of the Sanitary Commissioner, and of the Inspector-General of Hospitals. On the receipt of a report from this Committee, the Government, with the concurrence of the Commander-in-Chief, would be enabled to form their resolution.

6. While everything has still to be done for the 2nd Regiment, I am enabled to report to Government some progress towards the settlement of the 3rd in new habitations—a subject brought under the consideration of Council in my Minute of May 21st, 1866.

7. After correspondence extending over a period of six months, it was definitely decided by Government Order of November 6th, that a sum not exceeding Rupees 48,000 should be advanced for the purpose of providing materials for the huts, and that the maximum cost of the huts according to regulation (about Rupees 15,000) should be recovered in eighteen monthly instalments from the regiment, that sum representing the highest amount which the 3rd Regiment could receive from the regiment which may relieve it. In sanctioning this liberal measure, the Government expressed the hope that His Excellency the Commander-in-Chief might deem it advantageous to detail a small party from the Sappers and Miners at Bangalore for the purpose of instructing the men of the 3rd Regiment in building the huts on the substantial plan adopted by Colonel Hill. This suggestion was approved by the Commander-in-Chief, and His Excellency's decision was signified to Government by the Officiating Quartermaster-General in his letter under date December 29th, 1866.

8. The demolition of the adjacent portion of the Black Town wall had previously been sanctioned for the purpose of supplying materials for building the huts, and for filling up inequalities and cavities in the ground. The labor of the soldiers was to be employed for that purpose.

9. On visiting the spot on the 8th instant, I found a considerable portion of the wall levelled, making a great improvement for the town, and the bricks collected in heaps over a considerable portion of the area of the future lines, the employment of the sepoys had, however, been disallowed, either on account of some misunderstanding with them regarding the price of labor, or because their labor was not found available for the purpose. The work was at a stand still. The Sappers had not arrived, and I experience some apprehension that this state of suspension may be prolonged more than is desirable. The official year drawing to a close there is reason to fear that very little of the Rupees 48,000 appropriated by Government has been used, and much of it may lapse.

10. From a memorandum obligingly furnished to Government by the Deputy Quartermaster-General at my request, I learn that the old bricks of the wall are destined for levelling purposes and for the foundations of the huts. The superstructure is to be raised of clay tamped in a wooden frame as at Bangalore, where I saw the method in course of execution. I take the liberty of observing in connexion with this subject that the process which succeeds in Bangalore, and which is appropriate to the tenacious laterite earth and drier climate of that place, may possibly not be adapted to the crumbling soil and damper air of the Madras shore. The better course might be to construct the whole wall in brick and mud if the materials of the old rampart are sufficient. But this is a technical question which I leave to the Engineers.

The assistance of the Sappers would in either case be desirable.

11. Having inspected the plan of the new lines, it appears to me that more divisions and intersections for ventilation and passage might perhaps be introduced between the huts. To determine this question, to fix the size of the huts and yards, and to prescribe some of the apparatus deemed requisite for private conservancy by the Sanitary Commissioner.

I think that it might be desirable that the same Committee suggested for the lines of the 2nd Regiment should be convened for those of the 3rd. The points alluded to would easily be decided at a single sitting.

I agree.
(sd.) T. P.
(„) H. D. P.

12. While engaged on the subject of Military lines, I may be permitted to add a few words on the new provisions for conservancy which have been so warmly advocated by the Supreme Government, and which are now sanctioned for this Presidency.

13. The subject was started by the Supreme Government in January 1866. Between January and June, the matter was subjected to discussion between Madras, Ootacamund, and Calcutta.

After the lapse of about six months, a Circular was sanctioned by Government and issued by the Commander-in-Chief prescribing a better system of conservancy, and recording the improvement which had already taken place in that respect. In July and August, the establishment necessary for giving effect to the suggestions of the Commander-in-Chief was brought under discussion, and on the 30th of August an Order of Government sanctioned, as an experimental measure, provisions for cleaning native lines, not commensurate to the proposals of the Commander-in-Chief, but more conformable to the model of Bengal.

The establishment sanctioned on the 30th of August by Government was notified to the Army by the Commander-in-Chief, under date of October 12th, and His Excellency, no doubt, hoped that it might be carried out at once.

The Order of Government had, however, not been sufficiently precise and detailed, and doubts and difficulties arose concerning the rates of wages and other points which had again to be debated between the Commander-in-Chief and the Council, and it was not till the 10th of December that final instructions could be circulated by the Quartermaster-General on the subject, which will enable Officers Commanding Regiments to introduce the new establishments with a perfect understanding of the intentions of Government.

Up to the 10th of January, the new establishments were not, however, introduced, if I am correctly informed, in any of the three Regiments of Native Infantry stationed at Madras.

It will be seen from this brief outline of what has occurred that one year has been spent in securing a provision of one conservancy cart and eight toties per regiment for the Madras Army, and that the provision is still on paper.

14. I do not impute any procrastination or indifference to any person or any department, but the machinery of improvement evidently works very slowly.

15. In conclusion, I wish to state that, if the Commander-in-Chief had been here, I would have proposed to take His Excellency's opinion as to the propriety of nominating the Committee suggested above for the consideration of matters connected with the lines of the 2nd and 3rd Regiments, as well as with regard to the selection of Officers to be named for that duty. But His Excellency is absent on a tour of inspection on the other side of the Gulf. The matter is pressing,

and there can be little doubt that the Commander-in-Chief, if present, would afford his concurrence. We stand in this posture, two Regiments of Native Infantry stationed at the capital are partly expelled from their lines, the one by inundation and the other by fire. The localities have been for years a reproach to a civilized administration. The soldiers are suffering in pocket, in health, and in discipline, by the expense, dirt, disorder incidental to casual cohabitation with a low civil population. It is incumbent on Government to act at once for the correction of these abuses.

*16. I reserve the whole question of the construction of native quarters for subsequent discussion, and, in case of necessity, I will undertake it myself, though I would infinitely prefer that proposals on this subject should emanate from Military Authority. It appears to me idle to expect that Native Lines fully answering to the requirements of the modern sanitary science, and to the principles of order, beauty, and cleanliness everywhere advocated can hereafter be constructed at the cost of the troops, whose resources are curtailed by the increasing expense of living in all respects. This is a branch of public expenditure which must be borne wholly or in part here, as elsewhere, by the State. I believe that the question only requires to be carefully and dispassionately discussed, and that this conclusion would be generally admitted, but the subject must be introduced with more deliberation than I can bestow upon it at this moment.

No. 29.—JANUARY 28, 1867.

Proposing that authority be solicited for the execution of the combined Irrigation and Water-supply Scheme projected by Mr. Fraser by means of a loan, and that the correspondence on the subject be communicated to the Municipal Commission and the Public.

In two Minutes dated respectively April 22nd and September 1st, 1866, I submitted, for the consideration of Government, my opinion that the combined scheme for irrigation in the vicinity of Madras, for the delivery of surplus water at the Spur Tank, and for the distribution of water in the city, so ably projected by Mr. Fraser, should be entrusted for execution to a single Company.

2. My proposal was based on the following reflections:—I considered that the distributive portion of the work would be extremely expensive, that the Municipality would not be able to undertake it from the town revenues, that a local Company could scarcely be formed without a Municipal or Imperial guarantee, that neither the Municipality nor the Government would be inclined to grant such a guarantee except in case of absolute necessity, and that in the certain results of the irrigation branch of the project, as well as in the contribution of Government on account of the supply of the public establishments, a Company would have secure sources of profit which would enable them to dispense with a guarantee. In short the irrigation project was to float the distribution project.

3. It also appeared to me that, if a Company could be formed in England for this purpose, their operations at Madras might be eventually extended in connexion with the imperfect canal system at the Presidency, which stands in such need of development.

4. The proposals submitted by me having been referred to the consideration of Her Majesty's Government, the Secretary of State for India has informed this Government by his letter in the Public Works Department, No. 22, of November 24th, 1866, that it is not thought desirable that the irrigation and water-supply part of the project should be entrusted to a Company. The Secretary of State advises that the agricultural and water-supply works should be executed directly by Government, leaving the Municipality to deal with the distributive portion of the scheme.

5. The Secretary of State, at the same time, liberally remarks that "if any difficulty were found in raising funds for the distribution works, Government would apparently incur little or no risk in advancing the money on the security of water rates fixed sufficiently high to be likely to pay off principal and interest within a limited period."

6. The question of water-supply having been thus placed on a distinct basis, I have the honor to submit the following proposals to Council with a view to further action on the subject:—

(1.) I propose that Government shall address the Secretary of State for India, soliciting authority for the Supreme Government to raise a loan of eight lakhs, to be applied to the construction of the works necessary, under Mr. Fraser's project, for the irrigation of 8,571 acres of ground, and for the supply of the contemplated amount of water at a reservoir within the Municipal limits of Madras.

(2.) That the correspondence which has occurred on this subject be communicated to the Municipal Commission and the public, with a view to the discussion of measures for the construction of the distributive works.

7. The irrigation and water-supply works are, in the meantime, being actively prosecuted under the direction of Mr. Fraser from an appropriation of one lakh for the year 1866-67. They can be continued from an appropriation of two lakhs which has been inserted in the Budget of 1867-68. There is no danger that the design will be relaxed or abandoned. It is, nevertheless, of the last importance that the execution of this reproductive work by means of a loan should be sanctioned. All our current available resources can be most usefully applied to the prosecution of improvements not remunerative financially, but of the highest importance both to the physical and moral welfare of the community, improvements at this moment suspended for want of funds. In case the Secretary of State for India should sanction these views, the funds already spent by Government and in course of expenditure for the irrigation and water-supply scheme might be recovered and devoted by Government to other salutary purposes. The project for the benefit of Madras which we have now at heart, if executed by the application of current revenue, would probably not be completed in less than four years. If provided for by loan it could be finished in two.

* No. 30.—FEBRUARY 16, 1867.

Suggesting the expediency of deputed Captain Tulloch to inspect Drainage and Sewage Irrigation Works in progress in England with a view to the ultimate adoption of measures for the removal and utilization of the Sewage of the Town of Madras.

A supply of pure water for Madras has now been secured. Either by means of annual appropriations from the public revenue or by means of a loan, a

competent quantity of water will be delivered by Government on the outskirts of the city. It remains with the Municipal authorities to make the proper provisions, in connexion with Government, for the distributive part of the project.

2. Under these circumstances, it appears desirable that the greater and more arduous scheme of removing the sewage of the town should engage our early attention, and that certain preliminary measures should be sanctioned with a view to the accomplishment of that capital object.

3. The liquid and semi-liquid sewage of Madras at present in part evaporates in open, almost level, drains or gutters, in part it percolates into the subsoil, in part it is conveyed slowly into the Cooum, Cochrane's Canal, and the Sea. In every case it poisons the water and the air. If Madras is still habitable, it is owing to the admirable conjunction of a dry, wholesome, sandy soil with a regular sea breeze and an abundant subterranean water-supply. But the benefits of nature are combated by the neglects and abuses of man, and, should the present condition of the city remain long uncorrected, there can be little doubt that the evil influences will get the upper hand. Happily the mischief already perpetrated, and the danger to be apprehended in the future, are thoroughly recognized and understood, while the most appropriate and effective remedy has been submitted, in the able project for the drainage of Madras, by Captain Tulloch, which is now under the consideration of Government.

4. It is not my purpose to go into the details of Captain Tulloch's scheme, or to ask the Government to pledge themselves to it by adoption in every particular. I submit to Council the expediency of simply affirming the following leading principles, which form the basis of the plan, and of affording Captain Tulloch the means of improving his professional knowledge for our benefit, and for the more effectual execution of the work when the financial means shall be secured for that purpose.

5. The principles which I think the Government may safely assert are the following:—

(1.) That the sewage of Madras ought to be moved by water and by a system of covered drains, not by carts or other mechanical means in connexion with the dry earth system.

(2.) That the sewage ought to be conveyed to some spot to the north of the city at a sufficient distance, and that it should be there appropriated to the purposes of fertilizing the soil, not discharged into the sea.

6. To these principles I would add the following affirmation of our general views as to the financial means by which the project may be carried out:—

(1.) The Government are of opinion, having in view the imperial interests at stake in the capital of the Presidency and the poverty of the Native community, that one-half of the expenditure incurred on this work should be defrayed directly by the State, either in the form of annual appropriations of revenue, or by means of a loan to be raised for this purpose, the interest of which shall be defrayed by Government.

(2.) That the other half of the expenditure incurred should be borne by the Municipality of Madras, which should be empowered to raise a Municipal loan for that purpose, guaranteed by Government.

7. For the purpose of enabling Captain Tulloch to mature his knowledge and his views, I submit that he be authorized to proceed to England for eight

months on full pay, with the allowance which may be thought necessary, not only to defray his travelling expenses there and back, but to enable him to repair to various places in England, where drainage works and sewage irrigation works are now in progress.

8. Before going to England I think it desirable that Captain Tulloch should visit Ootacamund, with the view of conferring with the Executive Engineer at that place on the means of conveying the sewage of the Native town beyond the basin of the lake. Ootacamund, destined to be the sanitarium at least of Southern India, is already in a state of deterioration, in consequence of the accumulation of filth in the centre of the station. There would, it is believed, be no difficulty in carrying off the sewage of the town through an iron pipe, to be laid either under the water of the lake or along its margin, and the attention of Captain Tulloch might be advantageously directed to the question of levels, and to that of the diameter and character of the conduit which would be most available for the object indicated.

9. The Council will, perhaps, also concur with me in thinking that Captain Tulloch should remain a few days in Malta, for the purpose of inspecting the system of subterranean reservoirs for rain water in the Island—a system which it may become necessary to introduce at Bangalore, Bellary, and elsewhere, for the better supply of drinking water to our Military establishments.

No. 31.—MARCH 1867.

On a Claim to Pension or Compensation preferred by Mr. Dale, Government Pleader at Madras.

Mr. Dale has no claim to pension for *service* in any of the official positions which he has filled under the Madras Government under existing rules.

Nor do I think that the Government of Madras could properly recommend Mr. Dale for pension, as a *special case*, on the ground of the honorable and efficient manner in which he has discharged the functions with which he has been entrusted.

As Government Solicitor first and then as Government Pleader, Mr. Dale received the salaries attached to those offices, and enjoyed a private practice more or less remunerative, and for a portion of this period, as I imagine, he already held a lucrative post, that of Receiver of the Property of the Carnatic family.

When Mr. Dale accepted the post of Master of the late Supreme Court he dropped his private practice, but retained his office of Government Pleader and Carnatic Receiver.

It cannot be alleged that the position of Mr. Dale has been a hard one, or that he has been severely worked and ill-rewarded.

It is not for *services* that Mr. Dale can claim pension or compensation, but for loss of office, for the double disappointment and injury inflicted on him by the successive abolition of the posts of Master of the Supreme Court and Commissioner and Taxing Officer of the High Court.

When Mr. Dale accepted the office of Master he was told that the office was subject to reduction, and he demurred to accept it. Then he was informed that his office would probably be transformed into another not abolished; with this

encouragement he accepted it, and accordingly the office of Master was transformed into that of Commissioner. No intimation was made to him that the latter would be abrogated. Mr. Dale says that, if he had had any idea that the *substitute* for the office of Master would be so shortly suppressed, he never would have accepted the office of Master. He would have preferred to abide by his private practice, which would have become more extensive and lucrative with time and the departure of others. There is, I think, some force in this, and Mr. Dale may justly appeal to the equitable consideration of Government. He gave up his private practice on the understanding that he was to have an office under one name or another of a permanent nature, but it has been abolished. If the Government are disposed to take an indulgent and generous view of the case, they may recommend compensation in the form of a pension of £500 per annum.

No. 32.—MARCH 1867.

On Mr. Innes' Scheme for the revision of the Subordinate Judicial Establishments in the Provinces of the Madras Presidency.

In the remarks offered by Sir T. Pycroft upon the report delivered by Mr. Innes I generally concur.

Mr. Phillips has referred to a suggestion which, I believe, first emanated from Sir T. Pycroft, to the effect that the Original jurisdiction of the Supreme Court should be abolished, and that it should remain simply an Appellate tribunal, its original functions devolving upon a Civil and Sessions Judge to be appointed for Madras. I agree with Mr. Phillips in thinking that this proposal should receive the careful consideration of the Supreme and Home Governments at a moment when the reduction of the number of the High Court Judges is under consideration.

The only reflection which I desire to add has reference to the Civil and Sessions Judge of Ootacamund. I agree with my Colleagues in thinking that the presence of a superior European Judicial Officer at the principal European station in Southern India is most desirable. Nothing less will effectually regulate the relations of European residents and visitors with the Government, with one another, and with the Natives. The Judicial office at Ootacamund cannot be safely left to the Judge at Coimbatore. The result would almost infallibly be that Coimbatore would be neglected; if not, the wants of Ootacamund would be insufficiently supplied. Yet, considering the light amount of judicial work at Ootacamund, it may be doubted whether the Supreme Government will continue their sanction to the expenditure involved for the maintenance of a Civil and Sessions Judge only. I submit that it might be desirable to make the Neilgherries a separate Administrative and Judicial Circle on the system which, I believe, prevails at Simla, and appoint to the new employment thus created a single Officer charged with all the Revenue, Magisterial, and Judicial duties, and remunerated as the Civil and Sessions Judge now is. This plan would, I think, have many advantages for the district itself, which is probably destined to attain a high importance, while it would deliver the Collector and perhaps the Judge at Coimbatore from duties which they are not likely ever to perform without some degree of prejudice to the interests of the plains.

On the expediency of determining the provision of furniture, &c., requisite for Jail Hospitals, and on the use of irons in such Institutions.

On the 19th ultimo, one of the convicts employed in the Park at Guindy suffered a severe injury, by the fall of a log of wood on his foot. Two of the toes were crushed, and the foot was generally bruised and injured. The man was conveyed to the Ward at Guindy Jail appropriated as a Hospital, and was attended by the Native Dresser. On the 22nd, if I am correctly informed, the patient was visited by the English Medical Officer from the Mount, charged with the supervision of the Jail Hospital; and, on the same day, Deputy Inspector-General Porteous alighted at the Hospital, and took notice of the case. Dr. Porteous found the patient lying on a rug on the floor, with his foot supported on two bricks, while a circle of ashes had been laid round the fractured member, in order to repel the aggressions of the ants, attracted by the wound, which was in an offensive state, in consequence, as I presume, of imperfect dressing. The Deputy Inspector-General gave directions for the proper treatment of the wound, and, on his return to town, applied to the Principal Inspector-General of Jails for a bedstead and mattresses for the sufferer.

2. On the 2nd of this month, 15 days after the accident, I visited the Jail Hospital. I found the patient lying on a wooden bedstead borrowed from the Police Guard-room. There were no mattresses. The official bedstead and bedding desired by the Deputy Inspector-General had not been supplied. The bedstead, it appears, could not be granted under present regulations, which do not contemplate the use of bedsteads in Native Jail Hospitals. The bedding was, however, for some reason unknown to me, more accessible. The Jailor stated that mattresses would probably be provided "about the end of the week," that is, about 20 days after they became requisite, and when, it may be hoped, the wounded man will be well advanced in his convalescence.

3. There was not in the Jail Hospital, or in the Store-room, or anywhere in the Establishment, any single article of Hospital furniture whatever, except some earthen vessels for drinking and evacuations. There was no bed, mattress, pillow, shirt, sheet, coverlet, chair, table, dish, cup, filter, bath, nor any other object of use or convenience. The Hospital consists of a spacious square room, with a clay floor, sufficiently clear and airy, where the convict sick lie on the ground, on their ordinary rugs, in company with the Hospital attendant and the scavenger, who occupy the same apartment as a sleeping room.

4. I observed, in the record of the case mentioned above, kept by the Visiting Surgeon from the Mount, that, on a certain day, he deemed it expedient that the protruding bones of the patient's foot should be removed, but that the operation could not be performed, because there were no instruments on the premises.

5. This Hospital has been repeatedly visited by Deputy Inspector-General Porteous since he assumed charge of the district in the commencement of 1866. Between 1863 (when it was visited by principal Inspector-General Shaw) and 1866, I cannot discover, from personal recollections or from official entries, that the Institution had ever been seen by any member of the Medical Inspectorate, although it is only six miles from Madras, and on the road from the Fort to the Military Station at the Mount. I do not question, however, that it has been

punctually attended by the English Medical Officer from the Mount. The Jail itself is one of the healthiest in the Presidency.

6. The incident to which I have referred has re-called to my attention a circumstance which had already attracted my notice, on the occasion of my visits to several prisons at the Presidency and in the Provinces: I mean the want of any general rule or order for the arrangements and furniture of Jail Hospitals. A considerable variety, in fact, exists in the state of these Establishments—due, I suppose, to local accidents, and the individual character of Medical Officers. At the Madras Penitentiary, the Hospital for Native patients is supplied with beds. At the Central Jail at Coimbatore, I found some of the patients on the floor, and some in cots. At Berhampore, there were no bedsteads in use. It would be superfluous to enter upon a more extensive or detailed comparison. It will probably be recognized that the question of Jail Hospital furniture should be discussed and determined by competent authority, and that a general regulation should be enforced throughout the Presidency.

7. I have personally a preference for the use, in all Hospitals, for all patients, of iron bedsteads, tarred or painted with oil color. It appears to me that there are several obvious objections to laying the sick on the ground. The floor may be damp, or too much exposed to the exhalations of the adjacent or external earth. Native patients are, for the most part, inured to lie on hard surfaces; yet, in cases of sores and fractures, it may still be extremely painful to them to do so. The clay or mortar floors, so common in this country, may be impregnated with perspiration, discharges, and evacuations, by contact with the persons of the sick. There must be some difficulty and hardship in disturbing and raising the patients for the purpose of sweeping the floor. The dirt and dust must be blown upon the faces and persons of the patients by the wind, in rooms generally ventilated from apertures reaching to the ground. The Medical Officers and attendants must be subjected to some inconvenience in handling the patients when they are deposited on so low a level. Finally, the practice is repugnant to European decency and civilization, while it is by no means imposed by any prevailing custom of the country; for many of the Natives of India, in all classes, except the most indigent, use bedsteads of a simple construction.

8. Another matter, in connexion with Jail Hospitals, appears to me to be worthy of consideration, at a time when this Government is engaged in remodeling and improving its Jail system: I mean the use of irons in Hospitals. I have always seen fetters on the sick with great repugnance. It is true that the Medical Officer has the right of removing them at his discretion, but I think that this power is very sparingly used. I have seen dysentery and fever patients, in a state of comparative debility and emaciation, in irons. I have seen a case of hydrocele and a case of elephantiasis in irons; the latter not far advanced. I have seen European patients in one room without irons, and Native patients in another room with irons. The use of irons in Hospital may be deemed altogether superfluous, except in cases of violent or refractory conduct. Irons are used throughout the Madras Presidency for Natives, because the Madras Native convicts are almost universally employed on out-of-doors' work. European convicts, who are not so employed, are not ironed. In Calcutta, where intramural labor is introduced, irons have been altogether abolished. The Jail Hospitals are almost universally within the external wall of the Jail enclosure. The sick do not go out to work, and they are comparatively weak.

The contingency of escape does not seem to be very serious. If it is not necessary to put a sound convict in irons in Bengal, why should it be necessary to keep a sick convict in irons at Madras?

9. The remarks which I have offered are offered in a suggestive spirit; I do not pretend to prejudge these questions. It is merely proposed that an order shall be issued, directing the Inspector-General of Jails and the Inspector-General of the Medical Department to meet for the purpose of deliberating—

(1.) On the furniture, supplies, and other material arrangements which may be deemed expedient for Jail Hospitals.

(2.) On the use of irons in these Institutions.

A report, embodying the views of the above-mentioned Officers, should be submitted for the consideration of Council.

No. 34.—MAY 27, 1867.

On a Memorial from Lieutenant-Colonel Pulley, praying to be reinstated in Regimental Command.

The policy of Her Majesty's Government in the scheme of re-organization is to break up the old system of local regimental promotion and to accelerate the formation of a general list of Officers, from which the regiments of the Madras Army shall be supplied according to Army rank. In prosecuting this object, Her Majesty's Government have been desirous to respect existing rights and interests and the just claims of their Officers, who have hitherto elected to adhere to the Local Service as much as possible. In the interest of those Officers, except the Staff Corps, a General List, with its attendant benefits, has been opened without examination, and many have availed themselves of this overture. Some, however, adhering to the Local Service, and largely benefiting, as I am assured, by the formation of the Staff Corps in its present development, continue to claim under the Act of 1858, and various declarations of Her Majesty's Government, a preferential right to Regimental Command. Among these is Lieutenant-Colonel Pulley, who, first as Major and subsequently as Lieutenant-Colonel, held the Officiating Command of the 13th Regiment N. I.

I am not prepared to affirm, after all that has been done for the Local Officers, that Her Majesty's Government will desire to see them monopolize the Regimental Commands for a length of time to the exclusion of many seniors on the General List or Staff Corps. The question is surrounded by many difficulties, and I believe that the Commander-in-Chief is endeavouring to reconcile the conflicting claims of the two branches of the Service by an equitable distribution of commands, and to promote the scheme of re-organization in the sense desired by Her Majesty's Government with moderation. I would transmit Lieutenant-Colonel Pulley's memorial without comment.

The claims of the Local Officers have been strongly urged on the ground of the Act of Parliament of 1858, which guaranteed to the Officers of the Indian Armies "all the pay, pensions, allowances, and privileges, and the like advantages as regards promotion and otherwise, as if they had continued in the service of the Company." But under the Company itself changes might have been introduced by competent authority which would have seriously affected the promotion, and, therefore, the emolument of Officers, for instance, the reduction of the number

of regiments. Since the Act of 1858, the whole constitution of the Army of Madras has been subverted, and its strength has been materially diminished. The Local Officers cannot possibly retain literally the identical privileges and promotions which they possessed before. What they may claim is an equitable consideration of their discomforts and losses. It is not imputable that Her Majesty's Government consider that the concessions made by Lord Cranborne embody a sufficient compensation and indemnity for the Local Officers, and that the time has now come for carrying the new organization into effect in regard to Regimental Commands.

Placing myself in the position of Her Majesty's Government, and adopting their views, I am not disinclined to think so myself, and I would, therefore, prefer not to prejudge the matter, but to submit it simply to the decision of the Secretary of State.

P.S.—Since writing the above, I have been made acquainted with an order of Her Majesty's Government, by which it is made apparent that the concessions granted by Lord Cranborne are not intended to invalidate, in any degree, the rights or claims of the Local Officers, which are to remain unimpaired in conformity with the tenor of previous declarations, however much they may be benefited by the access afforded to the Staff Corps. I, therefore, accede generally to the view of my Colleagues.

No. 35.—JUNE 6, 1867.

On the Sanitary Commissioner's Report respecting the scarcity in Bellary in 1866 and the measures adopted for its relief by the Officers concerned in the General and Local Administration of the District.

In the report submitted respecting the recent scarcity in Bellary and the measures adopted for its relief, the Sanitary Commissioner has passed certain reflections on the parties concerned in the general and local administration of the district. Mr. Ellis affirms—

(1.) That there was a want of foresight and energy on the part of the Board of Revenue in dealing with this emergency.

(2.) That Mr. Hathaway, the late Collector, failed in bringing the dangers to which the district was exposed with sufficient force before the Board of Revenue and the Government.

(3.) That the Acting Sub-Collector in charge, Mr. Foster, betrayed the same want of prevision and vigour.

(4.) That the Collector of Bellary, Mr. Wedderburn, was remiss in the performance of his duty, inasmuch as he did not leave his head-quarters for the purpose of visiting the afflicted parts of the province between the end of June when he was nominated, and the beginning of November when he was roused by the presence of a Special Commissioner.

(5.) That the Head Assistant, Mr. Lilly, only visited one of the talooks under his charge besides that in which he held his residence.

(6.) That the Deputy Collector remained almost entirely at Gooty when he might have been usefully employed in inspecting the distressed region.

(7.) That there was a want of activity on the part of Mr. Sullivan, the Acting Collector of Kurnool, in devising and applying remedies for the distress in the Patticondah Talook of that district.

2. As far as appears from these papers, the first notice of apprehended distress is contained in Mr. Hathaway's letter to the Board of Revenue under date of November 8th, 1865. In this report the Collector states that the season is "very unfavorable," and that "almost all the unirrigated and irrigated Moongary or early crops have failed in many talooks, and the prospects of the 'Hingary' or after-cultivation are rather gloomy, owing to the failure of the rainfall." The Collector then intimates that he contemplates the remission of assessment on unirrigated lands, the extent of which he can only estimate when he has inspected the afflicted talooks in person.

Mr. Hathaway's letter was submitted for the orders of Government by the Board, which at the same time replied in a tone, as I think, rather discouraging to that Officer. They remark that Mr. Hathaway "must address the Board in more detail" (which I infer he intended to do), and they add, in deprecation of the expressed opinion of the Collector, "that the Board are not satisfied that the season has been so exceptionally unfavorable as to necessitate the grant of remission of assessment on dry lands."

Mr. Hathaway, having gone out on his tour of inspection, subsequently addressed two letters to the Board of Revenue under dates respectively of the 16th and 24th of November. These letters signalize, in general terms, all the forerunners of impending famine. There has been a failure of the seasonable rainfall, the north-east monsoon, ryots are emigrating, cattle are suffering from want of fodder, drinking water is running short, irrigable and unirrigable lands are lying untilld, crops where sown are withered, crime is on the increase, the ryots are persistently clamorous for remission. The Collector accordingly claims a remission of the full assessment on uncultivated wet and dry lands, and on the withered crops on both descriptions of soil.

The Board, answering Mr. Hathaway on the 7th of December, admit a remission on uncultivated wet lands, and on withered crops of that class, conformably to existing Regulations. They leave the remission on dry waste to the discretion of the Collector, and reserve the remission on withered dry crops for decision on fuller information. If the Board had stopped here, they would have acted both with generosity and prudence, but they unhappily added some expressions of a sceptical and almost querulous character in the same vein as those employed in their previous Proceedings. They state to Mr. Hathaway that "the Board are of opinion that, in dealing with applications for remission in Bellary, where the assessment has been put on an easy footing, and where the ryots' profits of late years, from the extraordinary state of the cotton and grain markets, must have been enormous, there is no reason to *anticipate distress*, or to deem special liberality necessary. The case is rather one in which much care should be exercised in scrutinizing the grounds for the application."

The language of the Board used here appears to me to be imprudent, and calculated to repress the humane solicitude of the Collector and his representations for the welfare of the district. The sanguine anticipations so lightly uttered were destined to be signally refuted by a result which was certainly not beyond the limits of experience and probability. The prosperity, perhaps the existence, of the people of Bellary hung upon the south-west monsoon in May and June. If rain came, then the district would revive and flourish; if rain did not come, it would languish, perhaps it would perish. But the Board admit no unfavorable

contingencies, express no anxieties, and ask for no further information, notwithstanding the formidable lessons of the past.

The remissions claimed by the Collector were, however, all admitted in principle and eventually granted, and it proved that, though extensive, they were not applicable to nearly as large an area as Mr. Hathaway in his communications of November had apprehended. The subsequent distress was severe, but partial.

Between November and February matters in Bellary were getting gradually worse. In February the Board ordered fortnightly reports to be made from all the districts. On the 7th of April Mr. Hathaway suggested the sanction of certain small famine works, such as cleansing and deepening wells in some villages, and the execution of a few district roads. A portion of the people were already reduced to a wild and casual method of sustenance on roots and seeds.

On the 13th of April the Board called on the Collector for definite proposals without delay. They would have done better if they had, at the same time, sanctioned Mr. Hathaway's overtures, recommended them to Government, and enforced action without delay.

The period of the south-west monsoon, on which all depended, was at hand.

On the 17th of April Mr. Hathaway most unfortunately died. In the interval between his death and the arrival of Mr. Wedderburn at the end of June, the district was committed to the care of Mr. Foster, a young officer of little experience, as Acting Sub-Collector in charge.

Mr. Foster seems at first to have been under a strong impression of the calamities which were impending.* In the Season Report for the fortnight ending March 31st, forwarded on the 19th of April, he distinctly refers to the famine of 1854, and adds that "the distress in the district at present is worse than it ever was." He then suggests the construction of roads as the means "of alleviating much distress." The Board, having previously acted upon a distinct plan of relief works, made no reply to this communication, and Mr. Foster, on the 19th of May following, too easily re-assured by a partial rainfall,

* NOTE.—I find on subsequent inquiry that the Season Report forwarded on the 19th of April was not forwarded by Mr. Foster, but by Mr. Lilly, who was in charge for five or six days between the death of Mr. Hathaway and the arrival of Mr. Foster. The inconsistency imputed to Mr. Foster here, therefore, falls to the ground.

reported, in answer to the Board's former demand for a specific proposal, that no further aid was for the present needed, adding some reflections on the dangers of drawing people together for the execution of relief works on a large scale, which were by no means verified when such relief works were afterwards undertaken. The Board appear to have shared the optimism of Mr. Foster. It was indeed subsequently abundantly apparent, from the Season Reports for May, June, and the beginning of July, that the monsoon was intermittent and deceptive, that crops and fruit trees were withering from drought, that man and beast were declining or dying from hunger and disease, but the Board remained satisfied with the hasty assurance of an Acting Sub-Collector in charge, given under a transitory impression of improvement. They addressed no new requisition for plans of relief works to Bellary; they brought no emphatic or alarming statement under the eyes of Government; they simply folded their hands and let matters go on till the Government in the month of July originated a general order for measures of relief in several distressed districts in which Bellary was luckily comprised.

In my humble judgment, the Board of Revenue did show a want of foresight and a want of energy. I think they were in fault—first, in the tone of their

replies to Mr. Hathaway; second, in not communicating Mr. Hathaway's letters of the 16th and 24th November to Government with their reply; third, in not sanctioning at once the works proposed by Mr. Hathaway; fourth, in not enforcing the preparation of a scheme of relief works against the apprehended emergency; fifth, in not warning Government in emphatic terms that the prospects of the district depended on the south-west monsoon in May and June, and that Government ought to be prepared for the worst; sixth, in not recommending the despatch of some special officer to the spot with ample powers to meet the contingency of famine, and to put in motion the machinery of relief. The Board might have advised in May what the Government did in July and September. Such a measure of foresight would not have been unnatural, and it would not have been attended with any inconvenience. The peculiar position of Bellary, in reference to the local rainfall in May and June, would not have been unknown to the Head of the Board of Revenue, an experienced and benevolent officer, who had passed many years in the district, who had seen and helped a famine, and who retained a feeling of attachment for his former charge. The premature proclamation of relief works might have had some effect in drawing off laborers from the land, but relief works judiciously scattered would not have taken the people very far from their homes, and, if the season had turned out well, the suspension of the works at any moment would have restored the ryot or the laborer to their fields. Judging the conduct of the Board by the light of subsequent events, I certainly find in their attitude a sort of formality and torpor, a deficiency in that spirit of intelligent initiation which does honor to a governing body in periods of public difficulty. But the Board did not fail in any exceptional manner. They behaved as many have done in other times and places. It is a common quality in governing bodies that they are reluctant to contemplate the worse contingency, to provide against calamities which may never come to pass, to give extraordinary powers, to sanction extraordinary disbursements. I am not prepared to condemn the Board of Revenue severely, but I think that they may gather, from the experience of the past year, a useful lesson and motives for greater vigilance and enterprise in the future. There are some points in the vindication submitted by the Board of Revenue to Government in their Proceedings, under date of March 12th, which appear to me to call for remark.

Mr. Ellis in his Report has stated, in illustration of the dangerous state of the district at the end of 1865, that cotton had been substituted for cereals over a large extent of the country, and that there had been a reduction of the area of grain cultivation, implying that the production and reserves of food in the country were diminished. The Board show on the contrary that the area of grain cultivation had increased in the three years preceding 1865-66. I submit that there was *substitution* though not *reduction*. The expansion of cotton cultivation was at the expense of the best dry grain cultivation. As far as I can learn cotton is planted on the best soils. The dry grain crops are thrust out of the superior positions to the inferior, and the compensating area taken in and brought under the plough is from waste ground less fertile, less manured, and more exposed to the influence of drought. I remain under the belief that the Sanitary Commissioner was substantially right, that there had been substitution of cotton for grain and a diminution of food produce, though not to the extent commonly supposed. Indeed it is a satisfactory feature in the extension of cotton culture

both in this Presidency and elsewhere, that it is not so much to the prejudice of grain cultivation as might have been expected and as is often alleged.

The Board seem to attach much importance to the means of purchasing food which the district possessed, in consequence of the great influx of money of late years on account of the cotton crop. No doubt there was money in the hands of the better class of ryots who had engaged in that culture and among the traders, and the existence of this wealth is apparent in the rapid revival of prosperity in the country, where the poorer ryots can no doubt procure advances for the re-purchase of cattle, and for the prosecution of their culture, on much easier terms than in the year 1854; but it must be remembered that there were many cultivators in Bellary who had no share in the profits of cotton, and many laborers who had no land at all, who receive grain, not money wages, and who were thrown out of employment by the decline of cotton culture and by the failure of grain cultivation through drought. The Board remark that the solicitude of Mr. Hathaway and his proposals only applied to one class of the people, the landholder class, and not to the general population, and they remark that the landholder class only comprises 125,000 out of one million and a quarter, that is, that the landholder class only amounts to one-tenth of the gross population. Such a statement on the part of the Board of Revenue, regarding an agricultural district in India, I confess struck me with surprise. But it is obvious that the Board of Revenue is in error. 125,000 is not the number of souls depending on the land, but the number of persons holding puttahs or Government leases of land; these 125,000 are almost all heads of families, and represent 600,000 souls directly belonging to their class, or about one-half of the population, but indirectly a much larger number, for the better sort of landholders employ day laborers paid, as I said, for the most part in grain, and liable to be thrown out of employment in periods of drought, so that it may be fairly affirmed that the measures of remission contemplated by Mr. Hathaway, and his solicitude extended, not as the statement of the Board of Revenue implies to one-tenth of the population, but directly or indirectly to near two-thirds.

The Board contend that because the market value of the staple grain in the months of March, April, and May in Bellary had not risen more than ten per cent. over the prices of some former years, that there could be no famine in the country. I attach little importance to this argument. While people in former years were receiving good wages in money or in grain, high prices were of little importance, but when people were thrown out of employment, or employed on reduced wages, the same prices, or prices little higher, might be most onerous. In fact the price of grain in a market town in India may give no indication or measure at all of the necessities of the laboring people in a remote rural district where wages are often paid in kind. In Bellary many people had no wages of any sort in money or in food. It mattered little to them whether food was dear or cheap; they had none, and no means of getting any.

Whether the general picture offered by Mr. Ellis of the state of Bellary during the famine is overcharged or not, I find it difficult to determine. Mr. Ellis was an intelligent, impartial, and experienced inquirer, with every source of information at his command. He came late it is true; he was not an eye-witness, but neither were the Collector or his subordinates to any great extent

eye-witnesses, for they remained for the most part at head-quarters. I understand that Mr. Ellis derived a great portion of his impressions from the Police service, who by their position and duties are a very competent authority. I am more disposed to adopt the views of Mr. Ellis than the views of the Board and the Collector, who may be unconsciously inclined to believe that matters were not so dark as has been asserted, and thus to excuse their inactivity. Mr. Ellis does, however, appear to have formed a lower estimate of the independent recuperative power of the district than experience has shown to be just.

3. The Collector of Bellary, Mr. Hathaway, appears in the first instance to have been fully alive to the dangers hanging over his district, and even reported them in terms which subsequent experience proved to be exaggerated in so far as the extent of land left waste is concerned. Between the month of December 1865 and the month of April 1866 Mr. Hathaway does not appear, however, to have pressed upon the attention of the Board and of Government the dangers contingent on the failure of the south-west monsoon with sufficient vigour. Whether he was discouraged by the replies of the Board in December, or whether his energies were relaxed by the encroachments of the malady under which he afterwards sunk, cannot now be ascertained. His suggestions for the commencement of relief works on the 7th of April prove that he was not insensible to the sufferings of the district, but they were not precise or comprehensive. We are justified in believing that, if the health of Mr. Hathaway had been unimpaired, and if his life had been preserved, a more vigorous character would have been impressed on the action of Government with respect to the district.

4. The action of Mr. Foster seems to me to have been feeble. He began by stating that the distress in the district was greater than it ever was,* and by referring to the vast expenditure on famine works which had been sanctioned in 1854. After the first partial fall of rain he reported that no assistance was required. He does not appear to have originated local associations for charitable relief, which were only set on foot by Mr. Wedderburn. It appears from his letter that he was too easily intimidated by previous orders and maxims enunciated by the Government and the Board of Revenue, but none of which renounced relief works as a legitimate form of State intervention in periods of scarcity. Mr. Foster was called with very little preparation to an important duty. He was young and inexperienced, but youth is not usually associated with a want of enterprise. I think he lost a good opportunity on a great scene, but when replaced in a subordinate capacity he proved his activity and good-will by personally inspecting every portion of the country committed to his charge.

5. Mr. Wedderburn, in my opinion, circumscribed his personal intervention too much to the town of Bellary. He remained for four months and upwards, while the distress was greatest, without moving from the station. He has explained his conduct by stating that the general direction of measures of relief, and the duty of providing for the public security, required his continuous presence at the capital of his district. No doubt great weight is to be attached to these reflections, and I hesitate to blame Mr. Wedderburn for what was at most an error of judgment. I must say, however, that had Mr. Wedderburn asked for assistance in the performance of his various

Mr. Foster.

* NOTE.—As stated before, I find that it was Mr. Lilly, not Mr. Foster, who forwarded the Season Report in which this expression is made use of. Mr. Lilly was in charge for five or six days between Mr. Hathaway and Mr. Foster.

and onerous duties, Government would have granted it, and that the presence of an English Regiment and of a strong Native Force afforded every means of preserving the public peace in his absence. The appearance of the Magistrate of the district in the most afflicted parts could not have failed to comfort and encourage the people, to stimulate expenditure, and to animate the exertions of subordinate officers; and, if Mr. Wedderburn had gone out, his personal opinion on the extent of the distress and on the state of the country would have had greater weight. The charitable exertions of Mr. Wedderburn at Bellary are, however, undoubted, and the Government have to thank him for a comprehensive scheme of relief works at the end of July, which the Board of Revenue had asked his predecessors to furnish in April and failed to procure.

6. Mr. Lilly, the Head Assistant in Bellary, appears to me to have justified his conduct in not travelling to a greater extent in the talooks under his direction during the prevalence of the distress. He proves that he could not have done so without prejudice to his stationary duties, and he was not directed to do so by his official superior.

7. Iyaloo Naidoo, the Deputy Collector of Bellary, has in my mind given a satisfactory statement of the reasons which retained him at head-quarters during the famine period. In addition to the absorbing nature of his duties at Ghooty, he is enabled to plead impaired health, which has since compelled him to leave the district. Nor must it be forgotten that the Deputy Collector was under the direction of Mr. Wedderburn.

8. Mr. Sullivan was Acting Collector of Kurnool during May, June, July, August, and September, that is, during the whole of the period during which the pressure of scarcity was most severely felt in the Patticondah Talook of the district. Mr. Sullivan does not appear to have been prepared for the contingency of distress in the talook. During the months of May, June, and July the rainfall of the south-western monsoon is admitted to have been insufficient. No relief-house was organized. It was not until the 20th of August that sanction was solicited for the application of certain moderate sums from Local Funds and District Road Funds to the execution of relief works. Before the 1st of October, according to the statement of Mr. Ellis, which is not distinctly contradicted by Mr. Sullivan, only 1,267 rupees had been expended. The vindication presented by Mr. Sullivan, couched in very vague terms, is not conclusively satisfactory to me. He admits that, if it had not been for the prevalence of distress elsewhere, he would have applied for relief earlier than he did. I hold this to be a bad reason for inaction. It is the duty of every officer to represent the wants of his own people in convincing colors, leaving it to Government to apportion the assistance of the State where it is most needed in their superior judgment. On the whole the proceedings of Mr. Sullivan, with a view to the relief of the Patticondah District, appear to have been deficient in promptitude and energy.

9. Having, in the foregoing remarks, expressed my sentiments freely in regard to the course taken in these affairs by the Board of Revenue and the principal Executive Officers of Government, I think it right to record my opinion that the Government itself may find some cause for regret and self-reproach in a revision of what has passed.

The Government naturally look to the Board of Revenue for advice in matters concerning the welfare of the people, and especially in regard to the

condition of the agricultural classes. The Board in this instance failed in bringing the probable contingency of famine prominently before the notice of Government; but the Government is not a passive instrument in the hands of the Board. We need not wait for their advice or abide by their inaction. The Government had before them all the Season Reports from Bellary, and all the communications from that quarter, saving the important letters from Mr. Hathaway of the 16th and 24th of November. The Season Reports were indeed meagre, and perhaps made the less impression upon Government, as they were mixed with numerous fluctuating reports of a more or less similar character from other parts of the country. But a bad report from Bellary, interpreted by the light afforded by the previous history of that province, must always have a peculiar significance. I think the Government was lax and easy in simply recording those communications. They ought to have been made the basis of admonitions, inquiries, and preparation.

For my part as a Member of Government, I am ready to avow our participation in a common error, and in blaming others to take a share of the blame upon ourselves.

No. 36.—JUNE 29, 1867.

Recording dissent from the tenor of the Government Order disposing of the Sanitary Commissioner's report on the recent scarcity in the Bellary District.

I have formally concurred in the Government Order of the 29th of June respecting the report submitted by the Sanitary Commissioner upon the recent scarcity in the district of Bellary, because the order embodies the sentiments of my colleagues in Council, Sir Thomas Pycroft and Mr. Phillips. I think it right, however, to record my dissent from the tenor of the Order referred to, which is repugnant alike to my opinions and feelings. My views on this subject are expressed in a Minute under date of the 6th of June, which will be submitted to the Secretary of State. I confess that I have consented with some reluctance to attach my name to a document which, in my humble judgment, excuses a remissness, in public duty, on the part of the Board of Revenue, the executive functionaries of Government, and the Government itself. I do not, however, consider myself entitled to exercise the power with which I am invested of reversing the opinion of the majority of the Council in this matter. The opinion of my colleagues, gentlemen of long experience in the internal concerns of the Presidency, claims my respect, though I cannot give it my substantial assent; the question is certainly one open to discussion, and on which a diversity of impressions may be naturally entertained, and there is no immediate practical issue at stake.

No. 37.—JULY 16, 1867.

On the requests preferred by Sree Vardarauze Bunge as the representative of the ancient family of Goomsoor Chiefs.

It is evident, from the historical memorandum accompanying these papers, that the Princes of Goomsoor have not been respectable or prudent; but it is difficult to regard their shortcomings with much severity, when we remember the

race from which they sprung, the times in which they lived, and the ignorance in which they acted. Even the present representative of the family, who has enjoyed the comparative advantages of English superintendence in a State prison, makes claims upon our forbearance, and deserves it.

2. Sree Vardarauze Bunge, the person who now addresses the Secretary of State, was brought from his native jungles to the fortress of Vellore in the year 1837, when he was about 13 years of age. Whether during the first years of his detention he received all the benefits which a strict but benevolent control, and a sustained attention in teaching, would have afforded, I cannot say. His conduct, during the long period of his captivity, exhibits the aberrations of a wayward temper and half-cultivated intelligence; but the impressions left by the prisoner on his last guardians were the least unfavorable; and since he was liberated by Sir Charles Trevelyan, and allowed to reside at Madras, he has given the Government no cause of concern or offence. He leads a harmless and useless life.

The memorialist now presents to the Secretary of State the following requests:—

- (1.) To be replaced in possession of the Zemindary of Goomsoor; or,
- (2.) To have an equivalent portion of land given to him in the vicinity of Madras.
- (3.) To be placed in possession of the estate of Suradah, now united to Goomsoor, which formerly belonged to the family; or,
- (4.) To have the clear surplus revenue of that estate assigned to him after payment of the Government rent.
- (5.) To have the sum of 36,000 rupees repaid to him, the amount, as he states, of certain retrenchments formerly made upon his allowance.
- (6.) To be permitted to repair to his native place, to take a wife in his own caste and kindred.
- (7.) To have a sum of money granted to him, to defray his marriage ceremonies.

3. The restoration of the memorialist to the possessions of his forefathers appears to me to be entirely inadmissible. Whatever may be thought of the policy and proceedings of the former Governments of this Presidency towards the Goomsoor Princes in earlier periods of conflict and aggression, there is no doubt that the two last Rajahs or Zemindars were defaulters and rebels, nor do I see that there was any inclination to deal with them harshly or unjustly. The forfeiture of the territory was substantially just and necessary. The country cannot be restored to the heir of the old house (if such he may be termed) on the ground of reparation. It could only be restored in the interest of the people, or in the interest of Government, as a measure of policy.

If I believed that the people of Goomsoor desired the restoration of the Zemindary, or that such a step would be conducive to their welfare, I would not be deterred from respectfully recommending it by all that has passed at the end of the last century and in the beginning of this one. To reverse forfeitures, and restore estates and titles, is quite conformable to the spirit of the English Government, which has often exercised this description of clemency in Great Britain itself, when it could be done without prejudice to the public interest. But I think that the people of Goomsoor would suffer by such a measure. The education of the memorialist has not fitted him for using authority with discre-

tion, or even for managing a large revenue with prudence. The people of Goomsoor are flourishing and contented. The valley portion of the old Zemindary, at least, is one of the most beautiful and fertile districts I have seen in India. The inhabitants have nothing to gain by being severed from direct relations with the revenue authorities, and being set under a Native intermediary of doubtful disposition and capacity, who, after an exile of thirty years, must be a stranger to the existing generation. The orderly and industrious ryots could not benefit by such a change, and they might possibly suffer. Some restless, ambitious spirits might gain, or hope to gain, but those are the fortunes which we do not desire to mend.

It is evident, on the other hand, that, while the people would lose, the Government would lose too. There would be a diminution of revenue, or at least a loss of prospective revenue. The alteration could not take place without some agitation and delusions, which might propagate disturbance in the Khond Hills, a great portion of which formed a dependency of the Zemindary, and where the people manifested a tenacious attachment to their feudal chief. The explosion of any popular movement would certainly not be dangerous to the English Government, but it would produce some delay in the development of industry and traffic, which we have so much at heart.

4. The same personal objections which exist to the restoration of the Goomsoor Zemindary under the memorialist would apply to the creation of a Zemindary near Madras for him; nor would it be possible, with a view to existing rights and interests, to compose an estate of this nature, at all commensurate in extent to Goomsoor, in the Madras District. The old Goomsoor territory, in its full dimensions, embraced about 700 square miles, and though the arable portion is comparatively restricted, it far exceeds anything that could be embodied here. The present money rental is low, but it is susceptible of immense development. The notion of making an equivalent Zemindary in the Madras District is purely chimerical.

5. The restoration of the Estate of Suradah (not forfeited, but sold for arrears and bought in by Government) to the family of the memorialist, is obnoxious to some of the same objections which attach to the restoration of Goomsoor. The Suradah Estate is contiguous to Goomsoor and to the Khond Hills, which have been so recently the scene of disorder and revolt.

6. The mere specific appropriation of the surplus revenue of the Suradah Estate to the wants of the memorialist would involve no inconvenience to Government, and no benefit to him, as long as it remained in that form. Such an arrangement would, however, tend to identify the memorialist with the locality, and might open a door to further solicitations and pretensions hereafter.

7. The retrenchments made upon the allowance received by the memorialist during his detention at Vellore were made with a view to his dissipated or refractory conduct. These marks of the displeasure of Government were deserved at the time, and appear to have been always followed by some improvement in the conduct of the memorialist. I would not entertain the notion of refunding any portion of the sums so justly forfeited.

8. The Memorialist is now about forty-four years of age, and he is still unmarried. Marriage is a sacred duty with the Hindus (though it is asserted to have been overlooked in the birth of the memorialist), and Sree Vardarauze Bunge, who is of the Shatriah caste, could not well marry except in his own tribe. The desire which he has submitted to Government to proceed to Ganjam for this

purpose is not unreasonable, and it may be safely acceded to by Government. He might be permitted to repair to Berhampore for a few weeks or months, under the supervision of the Collector. The town of Berhampore is at some distance from Goomsoor; it is close to the residence of the Collector, Mr. Carmichael, a public officer of more than usual energy, thoroughly acquainted with the native aristocracy, and able to deal with them; it is the seat of a garrison, and of several branches of the Administration. In such a place, and under such control, I think that the appearance of Sree Vardarauze Bunge could do no mischief. He would be required to return to Madras at the expiration of the prescribed period, and to reside there as before.

9. If the memorialist is to be permitted to visit his native country for the purpose of contracting marriage, it is evident that the Government must make him some pecuniary allowance to defray the expense of the journey, and the outlay inseparable in this country from similar ceremonies. Such a concession would be conformable to the practice of Government, and would be a common act of justice to the recipient, who would otherwise incur debt, and commence a more expensive course of life under a burden which no native finds it easy to throw off.

10. The concessions which I have advised in the two last paragraphs are not, however, all that the Government might, in my humble opinion, justly make to the petitioner. I think that the pension which he enjoys is scarcely commensurate with his rank, and to the obligations which would no doubt be laid upon him in case of his marriage. The Government may see fit to increase the allowance, and, though any such increase should have no avowed relation to the value of the Zemindary which the family has justly forfeited, it is not unnatural to inquire what the value of the former estates of the family is to Government, and what the position of the memorialist would have been if he had succeeded to the dignity and property of his ancestors.

11. The gross direct revenue of the Goomsoor Talook, including Suradah, from land and forests, amounts to Rupees 1,72,503.

The direct expenditure by Government for the administration of the same districts amounts to Rupees 75,919. This sum includes the revenue, police, and forest establishments, as well as an appropriation of Rupees 45,438 for public works—an amount quite exceptional, as it is equal to more than one-fourth of the gross rental received by Government.

The net rental received by Government at present is, therefore, Rupees 96,584.

This is, however, by no means a correct picture of the value of the talook to Government, which is susceptible of a very great development. The portion assessed is assessed very lightly, and Mr. Forbes, the late Collector, has informed me that, in the new settlement which will be made, or at least commenced, in the present year, he confidently anticipates a rise of at least twenty-five per cent. without the least hardship to the cultivators. The gross rental of the talook will, therefore, shortly ascend to Rupees 2,15,629, and the net rental to Rupees 1,39,710.

Besides this rise on the rental of land already assessed, which is certain and immediate, there is the prospect of a new revenue which may be hereafter exacted in the Khond Hills, when that region is brought under regular administration. It would, however, be idle to attempt any estimate of the amount which may be

obtained from that source; for the country is scarcely explored, and the Government are, perhaps, embarrassed by some rash engagements respecting the introduction of taxation.

It is sufficient, at present, to set down the net rental of the Goomsoor Talook at about Rupees 1,40,000. Under the Zemindary tenure, the peishcush would have been Rupees 72,500; but this would not have been a net receipt, for the Government would have been liable for all the Police and a great portion of the public works expenditure. The outlay on the latter head would, no doubt, have been much less than it is at present; but, under the former, it might have been as great as now. I am justified in affirming that the net direct revenue of the Goomsoor Talook to Government, if it had remained a Zemindary, would not have exceeded Rupees 40,000, with no prospect of augmentation whatever; for any increase of rental would have gone into the pocket of the Zemindar. The Government have, therefore, benefited by the forfeiture, at least to the extent of one lakh annually.

12. Let us now consider the position of the Zemindar. Supposing that he had not taken a higher assessment than the Government takes, he would have had a gross rental of Rupees 2,15,629, from which we must deduct (1) peishcush, (2) expenses of management, (3) repairs of irrigation works and road cess. The peishcush amounts, as stated above, to Rupees 72,500. The expenses of management would be covered by ten per cent. on the gross rental, and the irrigation works and road cess by the same amount. Twenty per cent. on the gross rental amounts to Rupees 43,126. The gross amount of the public and private charges on the estate would have been Rupees 1,15,626, leaving a clear revenue of one lakh to the Zemindar for his personal disbursements. There can be no doubt, however, that most Zemindars continue to levy a higher assessment on land than the Government does, and that the clear annual revenue of the Goomsoor Talook to a native proprietor would have been more than one lakh. The representative of the ancient Zemindars, whose semi-fabulous pedigree ascends to fifty-seven generations, and whose voracious extraction is at least respectable, receives Rupees 6,000 yearly from the British Government, with no reversion or security for his posterity.

13. Under all the circumstances detailed above, the Government will probably not think me extravagant if I propose that the annual allowance of Sree Vardarauze Bunge shall be raised from Rupees 6,000 per annum to Rupees 12,000, and that the sum of Rupees 12,000 shall be granted to him for the expense of his journey to Ganjam, and his marriage there.

The question of converting this annual pension into a landed estate, approximating of the same value, may be reserved for subsequent consideration. It is my opinion that Her Majesty's Government might do well to consider the propriety of granting hereditary estates to many of the principal recipients of terminable pensions in this Presidency, such as the representatives of the dispossessed Rajahs of Masulipatam, Kurpool, and Goomsoor, keeping in view the character of the individuals, and due precautions being taken for the welfare of the ryots committed to their superiority. The subject will be hereafter brought forward in a comprehensive shape.

14. The whole annual amount of pensions granted thirty years ago to the members and dependents of the Goomsoor family was Rupees 25,744. Of this

sum there still remain, payable annually, Rupees 14,280; pensions to the amount of Rupees 11,464 having lapsed by the death of the grantees during the last thirty years. The memorialist, Sree Vardarauze Bunge, has no brother alive.

No. 38.—JULY 17, 1867.

Advocating an increase of the State Contribution towards the Maintenance of Roads within the limits of the Madras Municipality and the participation of Government in the cost of Conservancy.

Attached to this Minute will be found two letters addressed by the Municipal Commissioners of Madras to Government, under date of the 9th of April, together with the replies of Government.

Proceedings, Public Works Department, 11th May 1867, Nos. 277 and 278.
Proceedings, Public Department, 22nd May 1867, Nos. 153 & 154.

2. The first of these communications has reference to the maintenance of roads within the municipal limits, for which the Commissioners claim a larger contribution on the part of the State. The second regards the conservancy of the city, which is now defrayed exclusively by the Municipality, but for which the Commissioners claim the participation of Government on the ground that the sanitary state of the capital is an imperial interest.

3. These communications were made by Colonel Denison to Council after personal conference with me, and with my encouragement, for I consider the claims of the Municipality to be just, and I wish to have the questions referred to brought to an issue, and determined by the highest authority.

4. The Municipality of Madras and the Provincial Municipalities are at present not on the same footing in regard to State assistance.

5. In Madras, the city receives two subventions from the Government, viz., half the cost of the Police, about Rupees 1,00,000, and the sum of Rupees 26,000 for the maintenance of the roads on the esplanade of the Fort, an amount which the Government have it in contemplation to raise to Rupees 35,000, under the sanction of the Government of India, with a view to the maintenance of the great Military Trunk Road to St. Thomas' Mount and Poonamallee. The rest of the municipal expenditure is borne by the municipal funds.

6. In the Provincial Municipalities another system is in force. The Government contribute one quarter of the Police charge, one quarter of the charge for the maintenance of roads, and the same proportion of the municipal expenditure for conservancy and sanitary works of every description.

7. The Municipality of Madras is favored in respect to Police. The Provincial Municipalities are favored in respect to roads and conservancy.

8. My purpose is to show that Madras ought to be placed on the same terms as the provincial towns, in regard to roads and conservancy, and that the provincial towns should have the same advantages as Madras in regard to Police.

9. The State contributes one-half of the Police expenditure of the capital. This is just. The Police of Madras has always been a branch of the general Police of the country, enrolled, regulated, officered, and directed by the Govern-

ment, without any feature of a Municipal Police properly so called, though differing in some degree in its constitution from the Provincial Police; but, now, the Madras Police has been amalgamated with the Country Police by an enactment which only awaits the assent of the Governor-General. It might be speciously contended that, as the Police is a State Police, the Government ought to bear the whole charge of the establishment in all localities, but I do not urge the arguments which could be adduced in support of that opinion. The principle of municipal participation has been adopted, and adopted, as far as I know, on the single ground that in towns the Police bears a greater proportion to the population than in the country. In the city of Madras, the ratio is one Policeman to 569 inhabitants, or, if we strike off the Police Force engaged in guarding the Civil and Criminal Jails, which are not exclusively municipal, the ratio sinks to one to 600; but the proportion of Rural Police to rural population is as one to 1,212, and the proportion of Policemen to the whole population is as one to 1,019. It is, consequently, evident that, even on the principle accepted here, there is no ground whatever for altering the existing regulation, by which the State and the Municipality share equally the Police expenditure of the capital. Reasons might be alleged for increasing the contribution of the State; but, in my humble judgment, not a single reason can be adduced for diminishing it.

10. While the State barely does its duty to the Municipality of Madras in respect to the Police, it does not do its duty fully in respect to the roads. The State now pays Rupees 26,000 for the maintenance of certain roads in connexion with the Fort, and the Local Government has resolved, with the sanction of the Government of India, to contribute the additional sum of Rupees 9,000 for the maintenance of the high road which attaches the capital to the important military stations in its immediate vicinity. But the State avows no general participation or responsibility in the maintenance or improvement of the subordinate roads and streets. This I deem to be unjust. No one can see Madras without recognizing the imperial and foreign character of the roads which have been opened over its vast extent. The esplanade, the shore, the extensive quarters in which the English of the upper class have their scattered habitations, and in which the Government has placed many of its establishments, are all traversed and united by beautiful and spacious roads, well metalled and shaded. To these, the crowded Native streets offer a most unfavorable contrast. There may be seen many examples of narrow, rough, and rutted roadways, without pavement or metal—mere mounds of rubbish, deep with dust or mud alternately. In Black Town alone, the most ancient and the most improved of the Native quarters, there are twenty-seven miles of unmetalled roads and twenty-two of metalled. In other parts, the proportion is, no doubt, far more unfavorable. The general physiognomy of Madras is that of a group of compact towns, interspersed in the intervals and on the outskirts with villas for the richest, and with hovels for the poorest, in which much has been done for the foreign official class, something for the mixed or Native citizens, and nothing for the common people. There are many evils to correct and many omissions to make good. The State has in past times done what has been done and neglected what has been neglected. The State cannot yet forsake the scene of its labor and its wrongs. The help of the Government may, I think, be legitimately claimed, for a time at least, in reforming and completing the roadways in the Native quarters and bazaars.

The extent to which this co-operation might justly be afforded is open to discussion; but, while the Government bears a quarter of the expenditure for roads in the Provincial Municipalities, it ought, at least, to contribute the same proportion in the capital. The Government contribution for the particular class of esplanade roads mentioned above is already more than one-sixth of the whole expenditure of the Municipality on roads, which amounts at present to rather more than Rupees 1,40,000. If the additional grant now recommended for the Mount and Poonamallee Road is sanctioned at Simla, the proportion contributed by Government will be one-fourth. All I, therefore, practically ask is that the contribution of Government should expand with the increasing outlay of the Municipality: that the Government should abandon the niggard principle of applying a stated sum to a stated purpose. If, as I hope, the whole municipal expenditure in the maintenance and reformation of roads and streets should hereafter rise from Rupees 1,40,000 to Rupees 2,00,000, and if this increase be mainly applied to the reformation of the roadways in the neglected Native quarters, the contribution of the State would only be Rupees 50,000 in lieu of Rupees 35,000 but the concession would be liberal, popular, and even-handed; and, though small, the aid would be welcome.

11. The Government, which contributes accurately to the Police, and imperfectly to the roads, does not contribute to the sanitation of Madras at all. I do not comprehend why, in this respect, one measure should be meted to the provincial towns and another to the capital. The State supplies one quarter of the conservancy expenditure in the former, and nothing in the latter. Yet all the motives which rule the action of Government in one case recommend it in the other, and the necessity is the same in both. The reflections which have prompted the benevolent interference of the State in carrying out sanitary measures in the smaller communities are easily discernible. The Government, no doubt, feels that it is in part responsible for the deplorable condition of the towns in India. We have governed a large portion of this country for a century. It may have been imperfect knowledge, or want of means, or an exaggerated respect for Native notions and prepossessions, or some other cause more blame-worthy, or less blame-worthy, but the fact stands up against us. If there is no water-supply, if there are no drains, if there is no pure air, all this is greatly owing to our inaction. If there is cholera, it is partly our fault; if there is fever, it is partly our fault. The Government recognizes its responsibility for these evils, and does not deem it just to throw the whole burden of the remedy all at once on the untried and untrained Municipal Bodies. But the Government is not only actuated by a sense of duty: it has a natural indulgence for the incapacity and ignorance of the people. The people are poor; they are not used to spontaneous and combined exertion; they are not convinced of the evils by which they are surrounded, or, at least, they do not feel those evils keenly; they are not persuaded of the efficacy of our remedies; they could not apply those remedies if they were persuaded. Without the supervision of the English Collector, and the science of the English Engineer, an Indian Municipality would not, and could not, move a step in the path of sanitary improvement. We are teaching the Indian towns-people what they do not care to know; we are driving them where they do not wish to go. A despotic impulse of this sort ought not to be unattended by co-operation. Government must, under certain circumstances, share and lighten the exertions.

and sacrifices which it imposes. If these are the considerations which induce this Government to assist the Provincial Municipalities, the same considerations should lead it to assist Madras. Madras is more the creation of the English Government than any other town. No town is poorer, none is more neglected. Nature indeed made it healthy: the sand, the sea breeze, the abundance of water in the subsoil conspire in its favor; but the flatness of its site, and the peculiar diffusion of the population, render the maintenance of cleanliness and public health unusually expensive and arduous. The native population of Madras has as strong a claim on the aid of the State as the population of any provincial town, and needs it as much as any. But Madras has an additional claim, which some towns do not possess at all, and which no town possesses in the same degree. Madras is the seat of Government: it has an English garrison, an English official community, and an English mercantile community. It contains all that is most important, most costly, and most identified with imperial interests. If State assistance in municipal sanitation was given nowhere else, it ought still to be given here; yet, strange to say, it is given everywhere else and not here.

12. I consider, therefore, that the claim made by the Municipal Commissioners of Madras for a contribution on the part of Government towards the better conservancy of the city is an equitable claim, and that State assistance ought to be extended to Madras in the same proportion as to the Provincial Municipalities. The current expenditure of the Municipality for conservancy purposes is at present at the rate of Rupees 92,000 per annum; but the contemplated increase of revenue under the new Municipal Act will, it may be hoped, materially increase this branch of expenditure. It would not be safe to estimate the eventual current charge for conservancy purposes in the city at less than Rupees 1,50,000 annually, in which case the contribution of the State, if accorded on the scale here submitted, would amount to Rupees 37,500.

13. The whole contribution of the State to the current charge for Police, roads, and conservancy in the Municipality of Madras, would, under the system recommended, be approximatively Rupees 1,87,500, in lieu of Rupees 1,26,000, the approximative amount now granted for Police and roads. There would be an increase of Rupees 60,000, no great burden to the State where a good object is at stake, but constituting a sensible relief and assistance to the Municipal Body.

14. Turning now to the Provincial Municipalities, I observe that the only change which I would at present advocate is one which would place them on the same footing as Madras in regard to Police. They already receive 25 per cent. on their road and conservancy expenditure.

15. The Provincial Municipalities now pay three-quarters of the expenditure for Police within their limits. The unfairness of this arrangement is apparent from a simple reference to figures. The proportion of the aggregate number of Policemen in the Provincial Municipalities (all belonging to the general State Police) to the aggregate municipal population is as 1 to 536. The ratio of Policemen to population in rural districts is, as I said before, as 1 to 1,212, and over the whole population of the Presidency, as 1 to 1,019. The proportion of aggregate Police to aggregate population in the towns is little more than twice as great as it is in the country, but there are many towns in which the proportion of Police to population is much lower; and, if we consider that all the Central and District Jails of the Presidency are placed in the principal Municipalities, we

may fairly state that the proportion of Police to population for strictly local purposes in the towns is not more than double what it is in the country. Under these circumstances, I am at a loss to understand why the Provincial Municipalities should be called upon to pay more than half the cost, and why they are assessed at three-quarters of the cost. I can affirm that this feature in the Towns' Improvement Act, which places the Provincial Municipalities at such an unjust disadvantage when compared with Madras, is keenly felt. Wherever I have been I have heard it complained of, and I am confident that the sense of injury attached to this provision has conduced to render the introduction of the municipal system more unacceptable to the people.

16. The total expenditure for Police in the Provincial Municipalities, in the half-year ending 30th April 1867, was Rupees 1,24,095. We may, therefore, approximatively estimate the annual charge under this head for the future at Rupees 2,48,190. Of this sum, under existing regulations, Rupees 62,047 would be contributed by the State. Under the altered settlement which I advocate, the contribution by Government would be raised to double that amount.

17. The increased charge to the public revenue under the provisions now proposed would be Rupees 60,000 for Madras, and Rupees 62,000 or thereabouts for the Provincial Municipalities, making a total additional charge on the State in favor of the Municipal Bodies of Rupees 1,22,000 annually.

18. Should Her Majesty's Government and the Government of India adopt, as a general rule, the contribution of one-half of the charge for Police in all the Municipalities of the Presidency, it might be judicious to reserve for the local Government the power of decreasing that amount, at their discretion, and of throwing a larger proportion of the charge on the town in particular instances. It has been stated that the average ratio of Policemen to inhabitants in the towns is 1 to 536; but the ratio ranges from 1 to 1,335 in Trichinopoly, to 1 to 196 in Cuddapah; with many intermediate variations, as will be seen from the enclosed return. In some cases in which the proportion of Police to inhabitants is abnormally high, the fact may be held to prove an exceptional predominance of turbulence or criminality in the population, and the Government ought to hold in reserve the faculty of exacting a higher proportion of local contribution, in order to make the honest inhabitants feel the necessity of co-operating for the abatement of such a local evil.

19. It may be contended that the concessions which I advocate are gratuitous and premature; that it would be wiser to await the results of the recent alterations in the Madras Municipal Act, and a longer experience of Municipal taxation in the country towns: the revenues of Madras and of the other Municipalities may prove to be commensurate to their necessities, and improvement may be measured out in proportion to means, not to aspirations; at any rate, the Government possesses an absolute discretionary power—it can make the Municipalities pay what it pleases, and thus save the imperial revenue for purposes exclusively imperial.

20. To such arguments I would reply that we cannot now anticipate a period when the Municipalities of this Presidency, even with a moderate measure of Government aid, such as that which I propose, will be in possession of adequate resources for the field of duty which lies before them. I see, on the contrary, a perspective of high local taxation for a length of time, with a very

gradual and laborious attainment of objects which would elsewhere be deemed primary necessity: aqueducts, wells, reservoirs, drains, pavements, market slaughter-houses, dispensaries, alms-houses—all the appliances for the mitigation of drought, dirt, disease, and indigence—are all wanting almost everywhere, and these works will long absorb every farthing that can be raised by every expedient. With the proceeds of the new taxes contemplated by the recent Municipal Act for Madras, the Municipality will at most be able to meet the expenditure contingent on the distributive works belonging to the water-supply project. I do not venture to speak of the drainage scheme, the practicability of which cannot yet be positively affirmed, and which appears beyond any means which the Municipality, unassisted, can ever have at its disposal. Every Municipality, if accurately interrogated, would have the same story of expensive undertakings and insufficient resources; nor is it at all probable that Government will be patient of abuses, or that it will justify inaction on the ground of poverty. There is, on the contrary, a spirit abroad which will press for innovations and improvements, without due consideration of means and remuneration. It is true that the Government, which is the despotic master of the towns as well as of every other class and interest in the country, could withdraw all support from the Municipal Bodies, and leave them to shift for themselves, or force them to act by themselves at any sacrifice; but, as I said before, the Government obeys higher and more liberal motives, nor can the Government fail to be sensible, at a time when the credit of the State is about to be deeply pledged for agricultural works, that it would not be wise or just to decline a cautious participation in urban improvements, which, though not directly remunerative, are still intimately connected with imperial interests, and with the civilization of the Indian people.

21. The suggestions which I here submit for the judgment of the Secretary of State and of the Government of India might have been brought forward in connexion with the recent measure for the amendment of the Madras Municipal Act, and in the form of a modification of the Towns' Improvement Act of 1865. I did not, however, think it prudent to propose such changes in our present practice without previously ascertaining the opinion of higher authority. The participation of Government in the general expenditure of Madras for the maintenance and improvement of roads and streets, as well as for conservancy and sanitary works, would probably involve a similar course of action in Calcutta and Bombay. There are, indeed, local features in this city which might be held to justify an exceptional course, but the other capitals, burdened as they are with heavy debts, and embarked as they are in costly though praiseworthy enterprises, would not fail to claim and to obtain similar favors from the Imperial Revenue.

22. I shall remark, in conclusion, that there are two agencies of material and social improvement at work in this Presidency—road cess and Municipal taxation—of which the effects are only just felt, but which are destined, by their extensive and sustained, though deliberate, operation, to produce at last the most substantial ameliorations. Road cess is not sensibly felt by the rural districts, where reduced assessments and rising prices have produced a prevailing welfare of which the country had no experience before, while the beneficial results of the impost are immediate, common, and palpable. Municipal taxation weighs more heavily, for the towns have not enjoyed the prosperity of the land in an equal degree, and the advantages are less evident and less appreciated. The

Government will act wisely, in my humble opinion, by doing all in its power to temper and recommend this innovation until its usefulness is better understood.

No. 39.—JULY 1867.

On a communication from the Adjutant-General conveying the protest of the Commander-in-Chief against the tenor of a Government Order expressing disapproval of the manner in which the inquiries instituted by the Remount Committee had been conducted.

In a letter, dated July 4th, from the Adjutant-General, to the Secretary to Government, Military Department, now before me, His Excellency the Commander-in-Chief comments upon an Order of Government, dated June 20th, having reference to certain questions put to the Remount Agent, Colonel Thompson, by the Commission, embodied for the purpose of inquiring into the sources available for supplying the Madras Army with horses, and into the means at present employed for effecting that supply.

2. The Commander-in-Chief states that the encomiums passed by the Council upon Colonel Thompson, while the proceedings of the Commission are yet unclosed, have placed His Excellency and the members composing the Commission in a false position, because in an inquiry so delicate, and involving so much inseparably personal to Colonel Thompson himself, the premature expression of entire approval and confidence he has now received, places the Officers of that Commission in a position of peculiar embarrassment in preparing their final observations to their supplementary report.

3. I have to remark on this statement that the Order of Government referred to conveys no encomium whatever on Colonel Thompson, with regard to his ability or conduct in the management of the Remount business. It simply affirms:—1st, that the questions referred to were couched in a tone which Government could not approve, especially question No. III.; 2nd, that the subject matter of No. III. might have been very properly brought to Colonel Thompson's notice in another and a direct form; 3rd, that the Governor did not impute to Colonel Thompson any deviation from honorable and disinterested conduct in the matter of his son's connexion with Mr. Brown; 4th, that the Government approved Colonel Thompson's resolution to withdraw his son from Mr. Brown.

The Commander-in-Chief sees nothing to complain of in the manner in which the questions under discussion were put to Colonel Thompson. That is a matter of opinion. I think the manner of putting the questions is unnecessarily irritating. I should have felt them to be offensive if they had been so put to me. I sympathized with Colonel Thompson, and I extended to him the protection of Government, in connexion with my Colleague Mr. Phillips. I considered it my duty to afford every gentleman serving Government my countenance against what I consider to be discourtesy, and to maintain a becoming tone in official communications. I may be in error in this particular case, and I regret to find myself at variance with the Commander-in-Chief, for whom I entertain a sincere respect, and whose opinion on such a matter might be considered by many to be better than mine. But I retain my opinion nevertheless, I consider that the tone of these questions was discourteous and offensive to Colonel Thompson. This opinion is quite independent of the guilt or innocence of Colonel Thompson in the particular matter under discussion.

But the Government have also affirmed the innocence of Colonel Thompson. I am quite confident of his innocence. I am convinced by his own explanation submitted to the Commander-in-Chief, by his personal explanations to myself, by the perusal of the original correspondence between him and Mr. Brown respecting his son. If the Commander-in-Chief thinks differently he can propose to bring Colonel Thompson before a Court of Inquiry. The late Commission on the horse supply for the Madras Army was not a Court of Inquiry on Colonel Thompson, and was never intended by Government to be so.

4. His Excellency the Commander-in-Chief states that casually meeting Mr. Arbuthnot late last year, he advised a searching investigation into the state of the Remount Depot at Oosoor, observing that reports very prejudicial to the character of Colonel Thompson, were on foot; he recommended that an inquiry should be entered into without loss of time, and he begged Mr. Arbuthnot to make known these views to me in the hope that I would order the assembly of a "Court of Inquiry."

5. I regret to say that no communication to the best of my recollection of this nature was ever made to me by Mr. Arbuthnot. Mr. Arbuthnot did not deliver any message or communication on the part of the Commander-in-Chief to me. He told me casually, or mentioned in my presence, that His Excellency the Commander-in-Chief was dissatisfied with the horse supply for the Army. Some one I know, not exactly who, and I know not exactly when, also alluded to a report that Colonel Thompson had a son in connexion with some party in Australia. But Mr. Arbuthnot did not mention anything, as far as I can remember, as a communication from the Commander-in-Chief; at least I did not understand him so. If the Commander-in-Chief then held the very serious views which His Excellency now expresses, which I don't question, he might surely have written to me on the subject, or he might have brought up the question in his place in Council, or he might have recorded a Minute in his quality of a Member of Council, or he might have addressed the Government through the Adjutant-General and the Military Secretary. I am bound to state that I had not the least idea that the Commander-in-Chief entertained the very unfavorable views of Colonel Thompson's character and conduct which he has now so emphatically conveyed. If I had known that such was the case, and if the Commander-in-Chief had communicated his views to me in any of the accredited forms, I would have lent His Excellency every support as far as circumstances permitted. I knew that there was a story afloat that Colonel Thompson had a son in Australia with a horse breeder. I did not attach much importance to the rumour. The world is censorious, such reports are carelessly circulated and improper motives highly imputed. I had a good opinion of Colonel Thompson derived from my predecessor Sir W. Denison and from personal knowledge. When the question of nominating a Commission on the question of horse supply came up, on my own motion, in Council, it never occurred to me to propose an investigation of this story, nor did it occur to any one else. If I do not mistake, Mr. Arbuthnot was present; we were probably not aware that imputations to the prejudice of Colonel Thompson were so serious and so rife. I certainly was not. The prevailing sentiment, I think, of Council was that the inquiry should be of a general nature and as little personal as possible. Certainly the words "Court of Inquiry" were never pronounced in my presence.

In conclusion, I beg to state that, as I understood the matter, the Government have made no statement of opinion whatever respecting the system of selecting horses for the Madras Army, or respecting Colonel Thompson's general capacity or conduct, or respecting the system pursued at the Horse Depot and Farm at Oosoor, or respecting the general method embraced by the Commission in their inquiry. On all these subjects the Government will be able to pronounce an opinion when the reports of the Commission are completely before them, and they will do so in the most deliberate and impartial manner. The Government have simply recorded their opinion on a particular subordinate incident, in which they considered that the Remount Agent had not been treated with the courtesy and consideration which he deserved.

6. I think on the whole that the best course will be to record the letter which we have received from the Commander-in-Chief, through the Adjutant-General. There is no practical object in prolonging the discussion. The Secretary of State can alone decide who is right and who is wrong. The Commander-in-Chief is on the eve of his departure; it would be very repugnant to my sentiments if the correspondence between Government and His Excellency, at the close of our relations, should become of a controversial character.

P.S.—Since writing the above, I have seen a second letter from Colonel Thompson on the subject of his son's connexion with Mr. Brown, under date of July 12th. It confirms my previous opinions on this subject. The letter ought, I think, to be recorded.

No. 40.—AUGUST 25, 1867.

On Dr. Brandis' Scheme for the Selection and Education of Forest Officers.

It is not necessary that I should make any remarks on the measures embraced by Her Majesty's Government in facilitating the study of Forestry abroad by gentlemen already connected with the Forest Department in India, or with reference to the education of a certain number of young men at once in the Continental Schools of Forestry, who are destined to lead the van of a more numerous body to be formed there hereafter under permanent regulations. The course taken by Her Majesty's Government is no doubt liberal and judicious, and it will redound to the immediate benefit of India. I shall restrict my remarks to the general proposals for the selection and education of Forest Officers in Dr. Brandis' letter to the Under Secretary of State for India, under date of February 13th, 1867. Dr. Brandis appears in this letter to have originally contemplated a plan, under which the candidates for admission to the preliminary stage of the Indian Forest Department were to undergo a very simple examination in three subjects, viz. :—

- (1.) English writing and composition.
- (2.) Elementary Mathematics, including Plane Trigonometry.
- (3.) Either German or French.

To these he added two subjects not obligatory, but in which proficiency should be a title to preference.

- (1.) Chemistry and Physics.
- (2.) Free hand and plan-drawing.

2. The candidates selected under this system were to be sent to Germany and France for their professional education, which would comprise the practical and natural sciences, which are there associated with the study and administration of Forestry, a very large and important circle of study.

3. From this simple, and, as it seems to me, judicious proposal, Dr. Brandis appears to have been driven too easily into another scheme, by a diatribe levelled against him by Professor Balfour of Edinburgh, animated, I am afraid, by national jealousy. Influenced by the animadversion of the learned Scotchman, Dr. Brandis has abandoned his previous project, and has offered a second, under which a comprehensive scheme of scientific study would be imposed on the candidates at "any University College or other place of instruction in Great Britain" during the period of a year and a half. After such a course had been performed, and the prescribed examination undergone, the persons selected would be sent to the Continent for their professional instruction.

4. I confess that I prefer the original design of Dr. Brandis. I see no reason to divide the education of these young men into two periods, one scientific at home, the other practical and professional abroad. It is assumed that the young men *must* go abroad. They can get their scientific and practical education there at one and the same time.

5. Professor Balfour, indeed, intimates that they need not go abroad at all. His opinion is not shared by Her Majesty's Government, or by the Government of India. I cannot but think that it would be condemned by every one conversant with Scotland and the Continent, who has been in India.

6. Dr. Brandis has justly remarked that, as a broad rule, the Scotch woods are either copsewoods or artificial plantations, and, as a rule, the foreign woods are either copsewoods or natural self-reproducing forests. Now it is in the latter school that the Indian Forester must study his art. Besides the vastness of the foreign woods, their economical importance, and the broad masterly method with which they are managed (at least in Germany), offer analogies with the Indian forests, and patterns to the Indian Wood Officer with which the British plantations have nothing comparable. I do not mean to say that the Indian forest can be reduced to the symmetry, neatness, and order of the mountain tree gardens, for such they are, of Germany; licentious tropical vegetation will not be easily confined to such models, but I do say that it is to the German school that we must go for instruction, and it is to the German pattern that we must gradually approximate.

7. Assuming then, as I said before, that the Forest Students must go abroad, it appears to me that they need not do so with such a provision of learning as Dr. Brandis contemplates in his second plan. We do not want men of high scientific education here. We want men of vigorous constitution, energy, honesty, thorough practical knowledge, and *some* knowledge of the sciences connected with their craft. Among many of that sort a few will have a love of scientific self-culture, which will lead them upwards, and be embodied in works which will do honor to India. But the first necessity is for a stout and stirring class of men, active on foot and horseback, not afraid of hardship and exertion, not afraid of disease and death itself, for all these will meet them in the Indian woods.

8. The sort of men I mean can be best got, and got most quickly, under Dr. Brandis' first plan. My notion would be this (I speak with hesitation how-

ever), I would *select* a certain number of candidates from the lower middle and middle orders, the sons of Farmers, Factors, Foresters, Schoolmasters, Scotch Ministers, &c., keeping in view prominently their physical constitution, and examine them in the following branches of education competitively:—

- (1.) English writing and composition.
- (2.) Arithmetic, Elementary Mathematics, &c.
- (3.) Elementary Land Surveying.
- (4.) Botany—having regard particularly to trees.
- (5.) Geography, with commercial and industrial statistics, having in view India in particular.
- (6.) Free hand and plan-drawing.
- (7.) The Elements of German.

9. In addition to this examination, I would require from each candidate the exhibition of a certificate that he has served or studied for one year with an accredited Forester in Great Britain, or in one of the great nursery gardens for forest trees.

10. Having selected, by competition, the best candidates in the departments of knowledge above-mentioned, which can now be mastered without great pains or expense in any country-parish, with a finishing year at a cheap University, or under private tuition, I would send the students to Germany with the provision for their discipline and maintenance adverted to by Dr. Brandis. In a course of scientific and practical education at a German Forest College they would in two years and a half acquire all that is necessary, and more than is necessary, for their Indian duties.

11. On returning to England, at the termination of their studies in Germany, I would examine the students a second time, strike off those who had not made a proper use of their time and opportunities, and award from the first some advantage in salary to those who had attained extraordinary proficiency. Such a provision would, I think, have a great influence on the conduct and exertions of the students when abroad.

12. Taking the candidates from the class to which I have adverted, and imposing no difficult preliminary examination, I can scarcely doubt that a sufficient number of aspirants would be obtained; but in case this should not be the case, I would not hesitate to accept Germans. They would not have as much physical energy as the English, but they would have a higher standard of education, and they would be sober, thrifty, submissive to orders, assiduous in their duties, they would soon acquire the English language, and they would perhaps learn the vernacular dialects of the country more rapidly. England would eventually supply the *elite* of the body, the combination of all necessary qualities being considered, but Germany would supply a better average.

13. It will be remarked that I have referred only to Germany in speaking of the education of the candidates abroad. It appears to me that there is nothing gained by dividing the young men between two countries. Germany is the original seat of Forest science, and there it is still best understood and practised. In Germany our candidates would find themselves in a more congenial society, and in a better moral atmosphere than in France.

14. They would be more conscientiously taught and controlled. They would find a much more general knowledge of English—a great advantage at the outset. The correspondence and management connected with the under-

taking would be much simplified for the India Office by dealing with a single place and a single agency.

15. Dr. Brandis has stated in favor of a high standard of preliminary examination that, under the opposite system, the candidates would find themselves on their arrival behind their foreign fellow-students. This is undoubtedly true, but the English students would not exactly form part of the Forest school, and would not be brought into direct competition with their foreign comrades. They would be a class apart. If inferior to the Germans in book-learning, they would not be inferior in intelligence; they would be superior in activity and physical energy, if, as I have proposed, they had gone through a Forest apprenticeship at home they would have a basis of practical knowledge. Above all, they would *not feel their inferiority*. On the other hand, the Germans are a discriminating people; they would do justice to the practical aptitudes and vigor of the English. They do not expect an Englishman to be well informed; they would be surprised if he was.

16. I observe that my Colleagues have expressed the desire that the Forest Department, under this new constitution, should not be closed against the Officers of the Staff Corps. With all the respect due to an opinion which is so natural, I do not think that on examination it can be justified. The officers who enter the Forest Department are young men who are tired of the tedium of Military life, or who are fond of adventure or field sports, or who have some taste for natural history, or who are perhaps merely discontented or in difficulty. The department does not offer any high prospective of emolument or advancement, such as is afforded by their original profession, which they do not leave. From such a source we shall never obtain a good basis of technical knowledge, nor a secure and permanent devotion to the department. In saying this I do not wish to disparage the merits of individuals now serving in the department; these are undeniable; but, in laying the basis of a new branch of the public service, I think that we ought to give it a character of stability and homogeneity. I fear that if Officers of the Staff Corps should be admitted they would not harmonize with their fellow-workmen, who would belong to a different order, and I apprehended that the admission and promotion of Staff Corps Officers would create jealousies, and perhaps open a door to favoritism, or at least to the imputation of it. In my humble judgment no more Staff Corps Officers should be taken in, but every encouragement should be continued to those who have previously joined this laborious branch of the public service, and have performed their duty to the satisfaction of Government.

17. In conclusion, I have only to reiterate my decided opinion that this new profession should not be made one for English gentlemen by birth, or for young men from any class of high scientific acquirements. The former class would probably become discontented and look for openings beyond; the latter would desert to the Bar, to the Department of Public Works, to the Railways, to the Industrial Companies. We want young men of a hardy, frugal training who will be satisfied to pass a life, with rare exceptions, of laborious, useful, honorable mediocrity. Above all, I would not open the first nominations to general competition. Such a course would exclude a comparison in qualities, the most essential to success. The course here suggested will, no doubt, throw the responsibility of conscientious selection on the India Office, or on those whom the India Office may employ in this business, but it may be hoped that the selection would really be made under a sense of public duty. The greatest regard ought to

be had to the moral character of the young men, and to that of the families from which they are selected. The position in which they will be placed in India is one which will expose them to considerable pecuniary temptations—temptations which even Englishmen of the present day are not always able to resist.

No. 41.—August 27, 1867.

On the advisability of reserving till a later period the question of the nomination of an Officer to the appointment of Adjutant-General in succession to Colonel Primrose.

I cannot entirely agree with my Colleagues in thinking that the rule of five years' service in India is either absolute or desirable. The despatch of the Secretary of State says that "as a rule" no officer will be appointed who has not attained the rank of Colonel in the Army and served at least five years in India. A subsequent clause says that under very special circumstances an officer of rank below that of Colonel may be nominated, "provided he has served not less than twenty years in the Army, five of which shall have been in India." It is clear, then, that the rule is absolute in the case of an officer of a rank *below* that of Colonel. But in the case of an officer of the rank of Colonel, the rule of five years' service in India does not seem to be absolute. The Secretary of State merely states that "as a rule," that is, as I understand it, as a *general* rule, an officer of the rank of Colonel having five years' Indian service will be selected. The term "very special circumstances" may be left, I think, to be interpreted by the Commander-in-Chief.

I do not think that the rule respecting examination in Hindoostanee is absolute, nor ought it to be so. I do not see that the sort of knowledge of Hindoostanee which Staff Officers in this Presidency usually obtain and retain of Hindoostanee would be of any essential utility to an officer holding the position of Adjutant-General.

My impression is that the Secretary of State in introducing the words "as a rule" into his despatch intended to reserve for Government and for the Commander-in-Chief in India a certain latitude in regard to the selection of officers for these positions, and I think wisely. In all probability *either* the Quartermaster-General or the Adjutant-General will always be selected from the English branch of the service. In that case the field here is rather limited, and, by absolutely insisting on five years' service and a knowledge of the vernacular, the Government might deprive themselves of the services of some officer most eligible for the office by his character, ability, general attainments, and past services. In the present case, for instance, I think that the experience of Colonel Fordyce, as Military Secretary to the Governor of Madras for two years, is more advantageous to him than if he had spent five years at Samulcottah or Hurryhur, and his military experience in Canada and the Crimea far outweighs a rudimentary knowledge of Sepoy's Hindoostanee. Of course there *may* be an officer uniting the professional experience of Colonel Fordyce with five years' profitable experience of business in this country and a real useful knowledge of the native languages; but this is a point for the Commander-in-Chief to determine. Considering the doubt which, in my opinion, hangs over the question of residence

Advocating the intervention of the State for the reclamation of the morass at the head of the Upper Lake, Ootacamund, and for the surface drainage of the town, by the construction of a main sewer.

The native town, bazaar, and market of Ootacamund are built upon the slope and at the foot of a hill which falls rather steeply towards a narrow valley.

The upper part of the valley is traversed by a perennial brook fed from several converging glens and water-courses. The lower portion is occupied by an artificial lake. This lake is divided into two basins by an earthen mound and causeway, the two basins are on the same level, and are united by a channel passing under an arch in the causeway which carries a public road. The lake is confined at the lower extremity by an earthen dam through which the surplus water escapes into the wild uninhabited vale below.

The drainage and sewage of the native town, bazaar, private shambles, and public market are discharged partly into the brook which runs into the head of the upper lake, and partly into that lake directly either by drains or by the natural fall of the ground. The drainage of the acclivities at the head of the upper lake, all of which are partly cultivated and inhabited, is also carried into the head stream which feeds it. The filth from the town and scattered habitations, and the silt from the hills are alike arrested in the upper lake, and are rapidly converting it into a noisome swamp. Some portion of the town drainage, if I am not mistaken, also falls into the upper end of the lower lake behind the causeway, called the "Willow Bund," and this lake also shows some signs of incipient contamination.

2. The native town has all the disgusting features which are usually found in connexion with the crowded habitations of the Indian poor. But with the interior sanitation of the town the Municipality must deal. I only claim the intervention of the State for the reclamation of the morass which has been formed in connexion with the upper lake, and for the outfall drainage of the town by the construction of a main sewer along the foot of the acclivity on which the town is built, which shall skirt the lake, and discharge its contents beyond the dam at the lowest extremity of the lake.

3. I ground my claim on two considerations—1stly, that the main evil complained of has, in a great measure, been caused by the act of Government in forming the lake; and, 2ndly, that Ootacamund, as an Imperial Sanitarium, has a peculiar claim to State assistance.

(1.) If the Government had not dammed back the waters of the brook and thus formed the lake, the sewage of Ootacamund, along with the drainage of the surrounding hills, would have been swept down the brook into the greater water-courses beyond. It would not have been arrested and deposited just beneath the town, and would not have been the source of danger and offence which it now constitutes. I do not indeed contend that the sewage ought to have been definitively allowed to reach the stream and to be conveyed along it uncovered, but at any rate the outfall works, if the stream had been left in its natural state, might have been extended gradually, and would have been of a less costly character.

It may be urged that Government is free to undo what it has done; that the lower dam might be pierced and the lake allowed to run off, which would restore the brook to its natural course and function. Such a proposal would

hardly be admitted by any one who has seen the landscape of Ootacamund. The lake was formed for the beauty of the place and the recreation of its inhabitants. To run off the water and obliterate the lake would be to deprive the scenery of its greatest attraction, to diminish the value of the English residences scattered along its banks, perhaps to open a worse source of malaria than that which now exists by the accumulation of sewage, for in the lapse of time there must have been large deposits at the bottom of the lake over its whole extent which would in the first instance, at least, give off noxious vapors on being laid bare. The sacrifice of the lake is an alternative which would never be seriously entertained, and, if the lake is not to be sacrificed, it must be purified.

(2.) The Government of Madras, acting with the sanction of the Government of India, has created Ootacamund, has beautified it, has rendered it accessible by expensive roads, has made it the seat of various public establishments, such as Jails, Dispensaries, Orphanages, and Plantations, has invited the sick and suffering of all classes to repair thither from all parts of India for the restoration of their health and vigor. The Government has given an imperial character and significance to the place, but while doing so has marred its benevolent intentions by leaving a source of mischief in the very centre of this cherished spot. I do not think that it would be liberal or equitable at this stage, when the evil has just attained proportions which can no longer be concealed or denied, that the Government should create a Municipality and discharge upon it the burden of remedying an abuse which the Government itself permitted to grow up. The new Municipality has charges enough. It has to lay down all the interior drains and sewers of the streets; it has to erect a public slaughter-house; it has to conduct an aqueduct from the hills for the supply of the inhabitants; it has every secondary evil to remedy, and every secondary improvement to create. The intervention of Government is only solicited against the master nuisance.

4. With these views which I have already privately submitted to the judgment of the Governor-General, and which I hope are regarded by His Excellency with favor, I suggest—

(1stly.) That arrangements be made at once by the Inspector-General of Jails, in conjunction with the Department of Public Works, for the immediate commencement of the works projected by Captain Tulloch for the excavation, drainage, and levelling of the morass at the head of the upper lake and along its shores, employing for that purpose the labor of the convicts confined in the Native Jail at Ootacamund, and an additional gang of convicts chosen with proper care when provision has been made for their lodging, health, and security.

(2ndly.) That the plan for a main outfall sewer, furnished by Captain Tulloch, be submitted for the approval of the Supreme Government, with the request that sanction may be given to the commencement of the work from any funds at the disposal of the Madras Government, with an engagement on the part of the Government of India that, should those funds not be sufficient for the expenditure of the present year, they will be supplemented by a special grant. The works of the present year will probably be limited to the preparation of materials and the excavation of the trench destined to receive the masonry drain projected by Captain Tulloch.

Advocating the Establishment at Madras of a Training School for Female Teachers at the cost of the State.

It is agreed on all hands that the education of the female natives of India is an object worthy of the encouragement of Government, and it is equally admitted that without the co-operation of a zealous, conscientious, and cultivated staff of female teachers this branch of education can never be prosecuted with success. Female education is sanctioned in principle, and female teachers are allowed to be the only instrumentality by which it can be attained. We have only to determine how the female teachers can be best procured.

2. A competent supply of female teachers cannot be found duly prepared in the country, and they cannot be imported from abroad with the special qualifications requisite for Indian work. Female teachers must themselves be taught, and for this purpose the obvious expedient is the institution of a Training School at Madras.

The superior direction of such a Training School must probably be given to an Englishwoman, recently and professionally trained in England, for no East Indian and no Native Christian, of any sect, could be found with the peculiar mental discipline, knowledge, and aptitudes appropriate for such an office.

For the position of upper School Mistress, it might be possible to select in the Presidency an Englishwoman, or East Indian, who has been prepared in the Missionary Seminaries for native teaching.

The pupils destined to be teachers hereafter must, it seems to me, be taken from the class of Eurasians, born and brought up in contact with natives, or from some of the higher castes of natives. An early and familiar knowledge of the vernacular languages should be, I imagine, an indispensable condition of admission, while the sympathies of race and religion would be valuable elements for subsequent usefulness, if they can be obtained in connexion with morality and public respect. The teacher of native females ought eventually, if possible, to be herself a native.

3. If it be recognized that a Training School is indispensable, and that the pupils of such a school must be East Indians or Natives, I think I can claim the assent of all judicious observers to another proposition, viz., that in the first instance, and for some time to come, all the boarders and most of the day-pupils will be Christians, and chiefly Native Christians. If this be so, the character of the Normal School is defined at once. It is a school presided over by an English lady, taught by East Indian or Native Christian teachers, and frequented, in the first instance, almost exclusively by East Indian and Native Christian pupils.

4. It is obvious that a female Training School, constituted in the manner described, cannot be placed under the exclusive inspection and control of a Board of Hindu gentlemen. No Englishwoman would accept a superintendence of that nature, and, if she would, there are probably no Hindu gentlemen capable of exercising it. Nor do I think that the Native and European communities here would supply the elements of a combined direction which would work in harmony. The native members would probably not agree with each other, or with their English colleagues. The English, unconnected with Government, who would be best qualified for joining in such a duty by their character and convictions, might be found to be animated with strong Protestant and Missionary sympathies.

Some would have scruples in furthering a scheme of secular female education; others would see in the undertaking the means of propagating Christianity, or they would incur the imputation of doing so. If the English directors were selected from the official circle, they would have an absolute practical ascendancy. In that case, it would be better to give the direction avowedly to Government.

The expedient of a Native Committee of Management, or of a mixed Committee, must, in my humble judgment, be abandoned at once. There remains the alternative of placing the Normal School under a Missionary Society, or of making it simply a State Institution.

5. There is no doubt of the competence of a Missionary Society to found and superintend a Female Training School. In some respects the Missionaries, whether Protestant or Catholic, would dispose of powers and influences superior to those at the command of Government. The tenderness, enthusiasm, and disinterestedness which the Female Missionary, or the Sister of Mercy, would carry into such a duty, cannot be purchased with money, and are not always associated in the same degree with a reasoning philanthropy. But the native community would not employ Missionary agency for this purpose, and it may be doubted whether the State ought to adopt it as the primary and principal means in founding a system of education for Indian women. Besides there is the difficulty of Christian divisions. The Protestant Missions have the first claim on the support of a Government practically Protestant. But the Roman Catholics have, in their spiritual organization, admirable instrumentalities for female education; they have a larger number of adherents, and perhaps a more intimate access to the Indian people. It must be the object of Government, though accepting Christian pupils in the outset, to encourage Hindu families of respectable caste to contemplate this branch of female employment at first with interest and then with favor, and at last to devote their wives and widowed daughters to it. I do not affirm that there is an unfriendly feeling on the part of the Hindu community towards Christian education. On the contrary, the Hindus display an intelligent and tolerant spirit in availing themselves of the benefits of Missionary schools, yet still it cannot be doubted that a Training School for female teachers under Missionary direction, founded or conspicuously supported by Government, might inspire apprehension, and might seem to associate Government more directly with proselytism than has hitherto been considered just or politic. The access of Hindu female pupils would thus be repelled or retarded, and an additional difficulty would be imposed on the development of an undertaking which is surrounded with difficulties already.

6. On a review of all the circumstances, it appears to me that, in this Presidency, Government is the only proper agency for the foundation and direction of a Training School for female teachers. It disposes of ample means; it possesses commensurate intelligence; it would be respected and obeyed by the English agents; and it would inspire perfect confidence in the Native community. Even the Christian pupil of the Christian teacher, acting under the sanction of Government, would bear with her a guarantee that civilization, not conversion, was the object of the instruction offered, while, under the impartial benevolence of Government direction, the Hindus themselves might be eventually drawn to dedicate their women to educational duty.

7. If the opinion which I have here stated were merely my own, I would advance it with greater diffidence, but I have the satisfaction of knowing that it

is essentially conformable with that of Sir T. Pycroft, the Hon. Mr. Arbuthnot, and Mr. Powell, three gentlemen, who have been most intimately associated with the educational movement in this Presidency, who may, in fact, be termed the chief authors and propagators of that system of popular instruction which is bearing such happy fruits. The two former will, I trust, speak for themselves; the last has already spoken. In his letter of August 26th, the Director of Public Instruction, without affirming any absolute confidence in the views advocated by Miss Carpenter, plainly intimates his opinion that a Training School under Government control would have a better chance of success than a Training School under any other system of management, and, if he does not advocate the experiment, it is rather owing to the opinion enunciated by the Supreme Government, and to the expense attached to the scheme, than to any other cause. His opinion may, therefore, be cited in favor of a Government establishment, if any establishment is to be attempted at all.

8. The Supreme Government, in dealing with this question, requires not only native co-operation, but native initiative. They are prepared to grant a generous measure of assistance, but the intervention of the State must, according to their recent Resolution, be preceded by "an earnest and genuine effort" on the part of the local community.

I would certainly concur with the Supreme Government in this decision, if numerous establishments and a considerable expenditure were contemplated. But this is not the case here. We do not design for the present more than a single Training School on a moderate scale at Madras. The Government incurs no other risk than that which is attached to a prudent outlay for a few years on an experimental institution. Should the experiment fail, the failure would bring no discredit, and no sensible loss on Government. It is an honorable experiment in a good cause. There is more disgrace, it seems to me, in not attempting it than in doing so heartily and hopefully, and having to abandon it hereafter.

The co-operation of the local community in the prosecution of the undertaking is, of course, indispensable, but is it necessary that such co-operation should be preliminary and financial? I think not. The intervention of the local community in the foundation of the school would imply a claim to direction, and that would be fatal to the project. The sincerity of native feeling may surely be tested in another way. A Training School for teachers cannot stand alone. It requires an affiliated girls' school in which the teacher is exercised in her future profession. I would establish such a teaching school in connexion with the Training School, restricted to girls of superior station, in fact a caste school, with fees comparatively high. The success of this school would be the measure of the value of the other. The support and attendance afforded would soon establish, whether the professions of those who lately addressed Government on this subject are the "earnest and genuine" utterance of a real national want, or only the fugitive echo of a benevolent foreign voice. Should the Teaching School succeed, the usefulness of the Training School would be confirmed; and its pupils would soon be disseminated as State School Mistresses in the provincial towns. Should the Teaching School languish and fail for want of native sympathy and native attendance, the superior and the teachers of the Training School, as well as its more matured pupils, could easily be absorbed in various duties connected with the charitable and penal institutions of the Presidency which will claim hereafter a larger share of female assistance than they have hitherto received.

9. Should these views meet with the concurrence of my Colleagues in Council, they might be respectfully submitted to the Supreme Government, and the Supreme Government might yield to the unanimous representations of the Council founded on a knowledge of the condition and requirements of the native community in the Presidency. There is certainly nothing novel in the proposal; it is strictly consistent with the course followed in the institution of Training Schools for male teachers everywhere, and, if I am rightly informed, for Female Training Schools in Bengal and Bombay.

10. The Director of Public Instruction has submitted an estimate of the probable expense attached to the maintenance of a Training School, such as that which is here contemplated. It amounts to £1,200 a year. This computation appears to me to be approximatively correct. It might be slightly reduced by restricting the number of pensioned pupils, by placing the establishment in a Government building (which would not be difficult), and by carrying the fees of the Teaching School to the credit of the Training Institution. If, however, the expenditure of Government should attain the full amount contemplated by Mr. Powell, I do not think it an excessive sacrifice for this Government to make in attempting to lay the foundation of a good system of female education in the native community.

11. In conformity with the sentiments expressed above, I propose that this Government should address the Government of India, respectfully submitting the opinion, that it is desirable that a Training School for female teachers should be established in this Presidency, and that it should be founded and managed exclusively by Government, reserving the co-operation of the native community for the Teaching School which would be attached to the Training Institution.

No. 45.—NOVEMBER 3, 1867.

Reviewing the grounds of the decision pronounced by the Government of India adverse to the Reformatory System, and suggesting the expediency of soliciting permission to institute an experimental Reformatory for Boys at Madras.

The 433rd Section of the Code of Criminal Procedure provides that, "when any person under the age of sixteen years shall be sentenced by any Magistrate or Court of Session to imprisonment for any offence, it shall be lawful for such Magistrate or Court to direct that such offender, instead of being imprisoned in the Criminal Jail, shall be confined in any Reformatory which may be recognised by the local Government as a fit place for confinement, in which there may be means of suitable discipline and of training in some branch of useful industry, and which shall be kept by a person willing to obey such rules as the Government may direct with regard to the discipline and training of persons confined therein."

2. By this provision the eminent persons who framed the criminal law of India distinctly recognised the value of reformatory institutions, and the expediency of introducing them into this country. It will scarcely be believed in England that, after the lapse of six years, no attempt whatever has been made to institute Reformatories, and that juvenile criminals are either subjected to the transitory and brutalizing punishment of whipping, or confined in jails where

they are exposed to the contamination, or at least to the contact, of hardened adult offenders, with an imperfect system of physical separation, and in a few places only with some slight provision for primary instruction under convict teachers. There is no institution whatever for the reformation of juvenile offenders, and there is nothing in the District or Central Jails which can be called "suitable discipline and training." The humane and enlightened intentions of the authors of the code have lapsed into oblivion.

3. In dealing with the question of prison discipline in this Presidency, the first objects which attracted the attention of Government at the period of my arrival were the completion of the Central Jails, the expansion and improvement of the District Jails, and the execution of such ameliorations in the subordinate places of confinement as would enable a rudimentary classification to be carried out, and a decent amount of seclusion and space to be afforded.

I trust that these objects, long contemplated, but retarded by various causes independent of our will, may shortly be secured.

The construction of the Central Jails will be rapidly prosecuted with an increasing application of convict labor, and under the direction of their future respective Superintendents, nominated by anticipation for this purpose with the liberal sanction of the Government of India.

The defects of the District Jails have been thoroughly examined and exposed. Appropriations will be systematically, if slowly, provided for the correction of these evils; and where the existing buildings are so defective as to be incurable, new buildings will gradually be provided. Two new District Jails are at present in course of construction.

A committee has been appointed to report upon the reform of the Subsidiary Jails, which has submitted a normal plan on which these establishments may be remodelled or reconstructed. The process will be costly, but, after an expenditure of £150,000; we may hope to see the local prisons reduced to the requisite order for health, discipline, and security.

4. The impulse which the Government has recently given to prison reform has had, as will be inferred from my previous statement, chiefly reference to material accommodation. The primary necessity was to procure space for life, health, and labor—space was held to be the indispensable basis of every subsequent improvement; but the moral amelioration of the convict was not entirely lost sight of. The development of a general, yet not exclusive, system* of severe and profitable intramural labor for adult convicts has always been the aim of Government, and it has been prosecuted with tolerable success in some District and Central Jails, as well as in the Penitentiary of Madras. It was moreover my intention to propose for insertion in the budget of next year†, if means

* Note.—I do not think that we ought hastily to exclude extramural labor altogether from our scheme of convict work. Labor in streets and on works in or near towns may be demoralizing both for convicts and guards, but labor in the country at a distance from towns and their temptations might be useful to the State, and not demoralizing to any. Convicts may be properly employed in the plantations at Nedivattum, or at the Paumben Canal. I think they might be used in the formation of woods upon the coast and elsewhere with advantage.

† Note.—Other means, however, could be found. I believe that there is still a considerable surplus of the fund accumulated from the rents of temple lands in the hands of Government. This fund has been used for several works of public utility not directly connected with the native religions, such as the construction of roads and bridges and of the Presidency College. It is desired to defray the cost of the new University buildings from the same source, and in my judgment the fund could not be used for a better purpose than for an experimental Juvenile Reformatory. It might also be applied to the erection or organization of a Normal School for female teachers.

could not be otherwise attained, an appropriation for the commencement of a Juvenile Reformatory at Madras in connexion with the Model Farm. My views on this subject were privately imparted to the Viceroy in March last, and I hoped that His Excellency would have been enabled to afford me his countenance and assistance in this experiment. At the same time I requested the Inspector-General of Jails to frame some returns illustrative of juvenile crime in this Presidency, which are attached to his letter to Government of August 15th, and appended to this Minute.

5. Under these circumstances, it was with no small concern that I received the despatch from the Government of India, under date of July 16th, repudiating the principle of separate Juvenile Reformatories for India, and prescribing the segregation, discipline, and education of juvenile offenders in the Criminal Jails of the country.

I propose to examine the arguments on which this resolution is based, with all the deference due to the high authority from which it emanates.

The conclusion of the Supreme Government, as stated in their letter, reposes on the following grounds. It is contended—

- (1). That the number of juvenile offenders who come before the Criminal Courts of the country is very small.
- (2). That the expense of constructing Reformatories would be very great.
- (3). That it would be undesirable to expose juvenile offenders to a change of climate, which is often in this country the cause of sickness and serious mortality.
- (4). That juvenile offenders would be removed from the influence and inspection of their relatives.
- (5). That there would be no moral or religious teaching in an Indian Reformatory, and that, if there was such teaching admitted, it would take the form of proselytism.

6. The average number of juvenile convicts in the Central and District Jails during the six months ending on the 30th of June 1867 was only 65, to which we may add 17 as the average number in confinement in Subsidiary Jails under sentences below one month, making a total in this Presidency of 82. The whole number of sentences to imprisonment during the same period was 190 for the superior and 198 for the Subsidiary Jails, making a total of 388. These figures, however, represent, but very imperfectly, the amount of juvenile delinquency or juvenile punishment. In the year 1866 the total number of juvenile convictions was 567, of which 186 were sentences of flogging. It is notorious that the chief motive which prompts Magistrates in delivering sentences of corporal punishment is the want of proper places of confinement to which the juvenile offender can be sent with impunity. I may add that a natural disinclination to flog, and the stronger repugnance to commit boys and girls to the present prisons, operate in a great degree to prevent the prosecution and conviction of juvenile criminals altogether.

It appears to me, however, that the small number of juvenile offenders under the cognizance of the law, in lieu of being a discouragement to the institution of a separate reformatory, is a positive argument in favor of it, and an argument against a system of reformatory treatment in several jails. The experiment can now be made on a small scale on parties carefully selected with a view

to their character and position. The Magistrates would for the most part continue their present practice, only sentencing to confinement in the Reformatory the offenders who may appear peculiarly susceptible of improvement, or peculiarly devoid of all protection or control in regard to their family relations. I have not as yet contemplated more than an experimental institution of the simplest kind as an accessory to the Madras Penitentiary and the nearest jails of the Tamil country, adapted for 30 or 40 inmates. The subsequent course of Government would be regulated by the success or failure of the first establishment. If it succeeded, it would be expanded, and three or four others, answering to the geographical or ethnological divisions of the Presidency, would be founded; if it failed, the scheme would be abandoned without any discredit, and without any material sacrifice of money.

The Supreme Government have alluded to the frequency of corporal punishments applied to juvenile criminals. One of the best results of the successful prosecution of the reformatory system would, in my opinion, be the mitigation of "the present system of whipping such offenders." I would institute the Reformatory and temper the lash, instead of deferring the Reformatory because the lash is at work. I cannot believe that in most cases corporal punishment has an abiding deterrent or reformatory influence; but I can cite a better opinion than my own. Captain Drever, a Police Officer of the highest experience and ability, now in charge of the city of Madras, remarks as follows in a letter addressed to the Chief Secretary to Government:—"I do not think that whipping is a correct punishment for juveniles, and it is probably resorted to only because the Judges do not know otherwise how to deal with them. When a boy is flogged, he is branded for years, if not for life; and certainly in all the large towns these boys grow into adult criminals, and these in turn breed juvenile offenders; so the supply is constant, and nothing but Reformatories will stop it."

7. The expense attached to the construction of a number of great Reformatories at once would, of course, be considerable, and the finances of India, burdened as they are with costly works for barracks and jails, could not at present support such an undertaking—indeed, the undertaking itself would be preposterous and imprudent in the highest degree; but nothing of the kind is designed here. The erection of a few blocks of dormitories in brick and mud, with some working sheds of perishable materials, on the ground of the Model Farm would involve no extravagant outlay; the buildings might be rendered useful for other purposes if the project or the locality was abandoned; the labor of the inmates would be in some degree remunerative to Government; and the reduction of crimes against property would be profitable to society. If the reformatory system was approved by experience, it would, of course, be developed, and other more expensive establishments would have to be planted out in various parts of the country; but the expenditure would be scattered over a series of years, and it is an expenditure which every civilized Government in the world, except that of British India, is undergoing for the benefit of its subjects—I include the Government of Pondicherry. Nor must we forget that the question of expense is here not a simple one, but a comparative one. It is a question whether it would cost more to institute such an experimental Reformatory as that to which I have alluded, or to make the necessary alterations and adapta-

tions in several jails for the discipline and training of juvenile offenders. I think the separate Reformatory would be less expensive, because more consolidated; and more efficient, because superintended by selected agents and subjected to the public view.

8. A sudden change of climate and diet is certainly prejudicial to the native constitution. We have seen that convicts brought from the hills to the plains, or from the plains to the hills, have in several instances exhibited at first a distressing rate of disease and mortality, while a complete alteration of habitual food or water among a people whose food is so simple and uniform is, no doubt, an additional cause of suffering and death: a man transplanted abruptly, and without precaution, from Tanjore to Ootacamund may die; a man who has always eaten rice since he was born may not be able to digest a ration of cumboo. It might be imprudent to transport a juvenile delinquent from the mountain hut of a Khond or a Toda to the Model Farm on the banks of the Adyar; but, fortunately, such a necessity would seldom arise in connexion with the class of criminals to which I refer—few juvenile offenders are furnished by the primitive tribes of the mountains and the woods. If the Madras Presidency is roughly partitioned into four great groups—the Tamil coast region of the south, the Telugu coast region of the north, the higher interior plateaux, and the western shore—and if these groups are dealt with separately, with due consideration of climate and of the usages and diet of the people, there would be no abrupt transitions, and no reason to apprehend any danger to the inmates of a Reformatory from the cause indicated by the Government of India. My present proposal has reference to a Reformatory at Madras, and it would draw its occupants from the city and the adjacent districts, where the population is homogeneous and subjected to uniform influences of climate. The Magistrates in other parts of the country would not at first deliver sentences of confinement in the new institution, unless in cases of absolute destitution and helplessness. In such cases it would surely be better to expose a boy to some chance of dying of reformatory than to leave him to die of hunger or on the gallows.

9. I confess I am not able to see more cogency in the next objection raised by the Government of India, viz., that boys confined in a Reformatory would be removed from the influence of their relatives.

(1.) There are, no doubt, many juvenile delinquents who have no relatives, and the effect of the Reformatory would be to afford to such the parental solicitude which they never knew.

(2.) In cases in which the juvenile offender has respectable natural protectors, and in which the agencies of affection and home may be operative, it is still most desirable not to expose him to the contact and atmosphere of older criminals. He ought to be kept under influences as little like those of a jail as possible. Now the Reformatory is more like a home than a prison is. Moreover, the father, and especially the mother, would be more likely to visit the child in a Reformatory than in a Jail, and they could be admitted to more frequent and intimate access to the child. The question of distance occurs, but this does not appear to offer much difficulty. If juvenile delinquents are to be subjected to really proper discipline and training in the criminal jails of the country, it could only be practically done at the Central Jails under the eye of competent officers, or at a few of the District Jails which are most favorably situated, and these institutions would be as far, or nearly as far, from the parent as the Reformatory.

(3.) I cannot, however, help remarking respectfully that this feature in the reformatory system, which the Government of India deprecate, is exactly the feature which European philanthropists desire. It is considered in Europe that one of the greatest benefits which can be extended to the juvenile criminal in most instances is to be separated from early associations and from parents who are often his instructors in crime, and who live by the fruits of his iniquitous industry. Crime is hereditary, it goes down from generation to generation, and the Reformatory is the beneficent power that breaks the chain of transmitted guilt which weighs upon a family once embarked upon this fatal course. I cannot state from personal knowledge to what extent criminality is propagated by parental teaching in this Presidency. The ancient murdering and thieving castes are no doubt much broken; still, in the country of Thugs, Maravers, Dundassies, Pullers, and Kullers, a hereditary character must be more deeply stamped on crime than in England. The opinion of Captain Drever quoted above is conclusive for Presidency Town. I cannot but think that maturer reflection, and a particular consideration of the physiognomy and history of crime in India, may induce the Government of India to modify their fourth objection to the institution of Reformatories.

10. The absence of moral and religious teaching in a Juvenile Reformatory would be undoubtedly a serious want. Religious teaching in connexion with the superstitions of India is, of course, out of the question, and it must be conceded that moral teaching loses much of its force when not associated with the influences of Christianity. Nevertheless, I am not prepared to admit that all direct moral teaching must be banished from an Indian Reformatory. Some of the principles of morals are common to all civilized nations, and may be impressed on the mind as maxims of prudence and honor. Indian children may be convinced that it is their interest not to steal, though their gods have not said "thou shalt not steal;" or they may be taught to aspire to what is high and good. The Mahomedan religion comprises all the elements of morality except one. It would not be difficult to compile books of morals, acceptable to both Hindus and Mussulmans, impregnated with much of the spirit of the Gospel, without its dogmas. But, granting that I am mistaken, and that direct moral teaching is impracticable in an Indian Reformatory, there still remains the invaluable force of indirect, insensible, practical discipline—perhaps more powerful than preaching and teaching on the human heart—the habits and lessons of obedience, cleanliness, punctuality, industry, and economy, which may all conduct the criminal child in India, as well as in England, to a better stage in life.

It would evidently be inconsistent with our principles of Government to permit Christian Ministers to make Reformatories vehicles of proselytism. Except as visitors and teachers for the convicted children of Native Christians, Missionaries could not appear in these establishments. But there may be children without any connexion or protection in the world, without any positive religion, who know no more of Vishnu or Allah than the waifs and strays of our towns do of Jesus; in such cases, and especially where girls are concerned, I for one would be happy to see the forsaken child of idolatry or error carried from the Reformatory to a Christian Orphanage.*

* Note.—There would be nothing unprecedented in this. The orphans of the famine—mostly, no doubt, the offspring of heathen parents—are being brought up by religious societies as Christians. I am not aware that any heathen society offered to take charge of them. Are we to be more scrupulous with the orphans of crime than with the orphans of hunger?

11. Having thus reviewed the various impediments which, in the opinion of the Supreme Government, render the introduction of the reformatory system undesirable in India, I proceed to notice two injunctions or recommendations with which the despatch of Mr. Bayley concludes.

(1). The Supreme Government prescribe that "the separation between juvenile offenders and the rest of the prisoners in jails should be rendered as complete as possible," and that "every practicable attempt should be made while the young criminals are undergoing their sentences to instruct and reform them by means of judicious discipline and education."

(2). The Supreme Government "does not think that European subordinate agency would work well in carrying out any plans for juvenile reforms in jails," and "that it would be desirable to secure the services of respectable natives and Eurasians, who are better adapted for the furtherance of the object in view."

12. If the Government of India persevere in their resolution to prohibit the separate reformatory system, and to impose upon this Government a system of juvenile training in common jails, it will be our duty to conform ourselves cheerfully to the orders of superior authority, and give the jail system a fair trial. I see, however, great difficulties in the way.

(1). The jails are not laid out in any degree on the reformatory plan, in which, I think, separate sleeping cells should be a primary condition. New buildings of various kinds, or new adaptations of old buildings, would have to be undertaken, and as a moderate number of juvenile criminals would be scattered over a number of separate places, and very few at each, these works would be relatively to the number of individuals provided for, much more expensive than if the buildings and their inmates were all combined at one spot. I need not say that the buildings would be less efficient and satisfactory. Moreover, some of our jails, and especially the Penitentiary at Madras, the chief repository of juvenile offenders, are placed in situations ill-adapted for labor training, and especially for rural labor. Of course, with every provision for segregation, the sight and contact of adult criminality would still remain, as well as the forms of jail discipline, which, I believe, differ from the character which it is thought desirable to impress on reformatory discipline, though the Reformatory too must have its own features of severity.

(2). Not only the buildings would be more expensive and less appropriate, but the teaching and training officers would be more numerous, more costly, and less efficient. There can be no doubt that the great impediment in the way of instituting Reformatories here will be the want of proper agents. This is not a work which can be adequately performed by ordinary minds for ordinary wages. There must be zeal and capacity and love for the duty, which are rarely found. To discover and secure agents with such aptitudes might be possible for a single institution—an institution designed for the purpose, placed in public view, and offering all the attractions which belong to a novel and generous enterprise—but it would be vain to look for agents of a high order in sufficient numbers to manage the obscure, diminutive, and scattered establishments which would be created under the recent orders of the Government of India: the management would be inferior, the expense would be greater, and the results would be disappointing.

13. Whether the reformatory efforts which all have at heart are to be prosecuted in the way which the Supreme Government prescribes, or in that which

I advise, I entirely concur in the rule laid down that, as far as possible, the juvenile department in the jail or the separate Reformatory should not be committed to subordinate European superintendence. The class of Europeans which it would be possible to procure here would, as a rule, be altogether unfitted for such a trust. No doubt, among the Eurasians, persons better qualified might be selected, but it would, in my opinion, be most important to associate native intelligence and native sympathies with the exertions of Government in initiating a social amelioration so interesting and important.

With reference to girls, I confess I cannot imagine how the work could be prosecuted within the walls of a jail, or in contact with a jail at all. I see no other way for the present but to entrust the young female criminal to some Christian lady—a Missionary's widow, or a member of some Roman Catholic Order of Mercy—who, with Native Christian female subordinates, would, in some place apart, undertake the duty of restraint, reformation, and education for the love of God. With such impressions, the Superintendent might conscientiously abstain from the use of Christian teaching, except in the case of the children of Christian parents, or in that of children altogether destitute of any related or legitimate control.

14. In conclusion, I think it right to state that I do not wish to be regarded as the confident or dogmatic assertor of the applicability of the reformatory system to Indian juvenile criminals: there may be many obstacles to the successful introduction of that agency which I have not contemplated, and some certainly suggest themselves to my mind which have not been indicated by the Government of India. I do no more than affirm that there is a fair probability of success; that the chances are better in a separate establishment than in several prisons; and that the experiment ought at least to be made on a small scale, and in a single locality, in this Presidency. I believe that all the philanthropic ideas which are working their way in European communities are impelled by an irresistible power towards India, that they should be adopted by the Indian Governments, and should be put to the test of experience with patience and caution, without enthusiasm, but also without incredulity.

I accordingly suggest that a letter be addressed by this Government to the Government of India, in reply to their letter of July 16th, soliciting permission to institute a Criminal Reformatory for boys at Madras, calculated in the first instance to accommodate not more than 40 inmates.

Should the Government of India entertain this proposal, it would then be the duty of this Government, before commencing the work, to submit to the Government of India a plan of the proposed establishment, and a scheme of regulations for its management.

Suggestions for the institution of a Female Juvenile Reformatory would, after due consideration, be subsequently offered.

No. 46.—NOVEMBER 18, 1867.

Commenting on the conduct of certain Magistrates in connexion with the illegal detention of six prisoners in the Kistna District.

When subjects of the Nizam commit a crime in the territory of the Nizam and fly to British territory, the proper course for their arrest, detention, and extradition appears to be as follows:—

The Officers of the Nizam's Government are authorized to follow the offender into the territory of Great Britain without waiting for any formal permission, and there, as private individuals, to give information to the British Officers, and assist them with a view to effecting the arrest of the suspected parties; the arrest being, of course, executed by the British authorities. (See Order of Government, 8th of May 1866, No. 701.)

The arrest of the suspected party having been effected—and that, I presume, must, in the first instance, be done summarily by any authority, Magisterial or Police—the supposed offender is to be “carried forthwith before a Magistrate or Justice of the Peace of the Zillah or District in which he shall be arrested. (Act VII., 1854, Clause VII.)

The Magistrate or Justice of the Peace, before whom the prisoner is produced, having satisfied himself that there is a *prima facie* case against the prisoner, is to hold the prisoner to bail, or commit him to some fitting place of confinement, or, failing such, to the “Jail of the Presidency,” there to remain till he shall be delivered up or discharged by orders of Government. (Act VII., 1854, Clause VII.)

The Magistrate or Justice of the Peace, after committing the accused or holding him to bail, is forthwith to report the result of his proceedings to Government, with his remarks, and with a copy of all the documents and depositions used before him. (Act VII., 1854, Clause XIII.)

Upon the receipt of the report of the Magistrate, and after considering the same, the Government is at liberty to order the delivery of the accused to the Officer of the Nizam's Government making the requisition. (Act VII., 1854, Clause XIV.)

The delivery is to take place by British Officers on the British frontier, who will then and there make over the prisoner to the Nizam's Officer. If no Officer of the Nizam appears to receive the prisoner, the prisoner is to be taken before the nearest Magistrate, who may set him at liberty. (Act VII., 1854, Clause XV.)

If the accused has not been delivered up or discharged, or brought to trial before the lapse of two months, the “Principal Court of Original Jurisdiction in criminal cases in the district” (that is, I suppose, the Magistrate of the District) may direct the prisoner to be discharged with or without bail, having, however, first given notice to Government. (Act VII., 1854, Clause XX.)

In the Order of Government (May 8th, 1866, No. 701) I do not find it distinctly laid down how the application for extradition is to be made by the Government of the Nizam to the British Government. In the case of a British subject who has committed a crime on British territory and fled to the Nizam's territory the application is to be made to the Nizam's Government *through the Resident* for the prisoner's surrender. “*A like course*, it is added, *will be followed by the Nizam's Government.*”

The Nizam has no Resident at Madras. We may, therefore, presume that the Government of the Nizam, on learning that their subject has been committed to jail on British territory for an offence done on the Nizam's territory, ought to apply to the Madras Government through the Resident at Hyderabad and the Chief Secretary; and the Madras Government, having meanwhile obtained the report of the District Magistrate, would determine whether the extradition should

take place or not. The application of the Government of the Nizam might, no doubt, also be addressed through the Resident at Hyderabad to the Magistrate of the British District, who would forward it to Government with the other papers. I think the former course would be the more regular, but I understand that the latter has been generally adopted for local convenience and despatch. A more perfect security would be obtained if the Resident at Hyderabad was directed, in forwarding the demand to the District Magistrate, to advise the Government of Madras that he had done so at the same time.

2. Assuming that the proceedings laid down in the previous paragraphs represent the course which ought to be followed in cases of extradition, let us compare them with what occurred in the case of the three individuals recently arrested and illegally detained.

3. The three men were arrested on or about the 1st of January of the present year (I do not find the date exactly stated) and committed to prison on information laid before the Sub-Magistrate of Toomurucota by a Police Officer from the Nizam's territory. If the Sub-Magistrate was, as I am assured,* a Magistrate in the meaning of the Act, the arrest and detention were legally effected. The Sub-Magistrate then reported his proceedings to the Deputy Magistrate, his immediate superior, at Dachapalli. The report appears to have been made on the 5th of January. We are not informed why it did not reach the Deputy Magistrate till the 15th, the distance between the two places being about 20 miles.

4. The Deputy Magistrate, having received the report of the Sub-Magistrate on the 15th of January, gave orders on the same day to the Sub-Magistrate to inform the local authorities in the Nizam's territory that the prisoners would be detained in the custody of the Police until the Government should send orders for their extradition to the District Magistrate.

5. Up to this point the conduct of the Sub-Magistrate was correct, assuming that the detention of the prisoners was reported immediately to the Deputy Magistrate, which I am inclined to doubt.

6. The conduct of the Deputy Magistrate was imprudent, in so far that he directed the Hyderabad authorities to be informed that the prisoners would be kept in confinement indefinitely, without urging that measures should be taken to demand their extradition immediately, and without referring to the provisions under which such prisoners can be released after a detention of two months. On this, however, I do not wish to weigh. It was from this point that the proceedings of both Magistrates became so extraordinary and reprehensible. The Deputy Magistrate having replied to his subordinate did nothing more, and the Sub-Magistrate did nothing more: both appeared to have waited in helpless inaction for the intervention of the Nizam's authorities. Meanwhile, in violation

* But I recommend the question of the competency of the Sub-Magistrate to the consideration of my Colleagues.

The word *Magistrate*, as used throughout Act VII. of 1854, is declared in Section 25 of that Act to be "intended to include a Joint Magistrate or any person lawfully exercising the powers of a Magistrate and also a Justice of the Peace." This explanation would not have been inserted had the word *Magistrate*, at the time of the passing of the Act, meant or been usually construed to mean anybody else than the *Chief Magistrate* of the District or some other officer exercising the full powers of a Magistrate, and a very broad distinction is drawn in the Criminal Procedure Code between the expression "exercising the powers of a Magistrate" and "exercising any of the powers of a Magistrate;" the former applying only to officers invested with the full powers of a Magistrate, the latter to those vested only with the powers of a 1st or 2nd Class Subordinate Magistrate.—(Vide Sections 16 and 17, Criminal Procedure Code.)

I think the Magistrate intended by the Act is the District Magistrate, and that the prisoners ought to have been sent up to Mr. Thornhill.

of the law, the accused lay in jail for nearly four months, when they were discovered by Mr. Wilson.

7. In this inaction the Sub-Magistrate was perhaps least to blame: he was a subordinate officer; he had done his duty once according to the letter of the law. He showed a want of feeling and a want of sense in allowing these people to languish in prison without an effort to relieve them; he ought to have forced the case to an issue by submitting it again and again to his immediate superior, and, failing action on the part of that officer, to the District Magistrate. If the culpability of the Sub-Magistrate, however, had stopped here, and if it had only affected the three prisoners awaiting extradition, I would have been disposed to exonerate him more easily; but his culpability did not stop here. It was aggravated by subsequent remissness, and by the fact that the case did not involve only the liberty of three subjects of the Nizam, but the liberty of three British subjects, whose case was associated with, and contingent on, that of the foreigners. When Mr. Wilson discovered the prisoners on the 17th of April, he gave the Sub-Magistrate orders to report the case again to the Deputy Magistrate. The Sub-Magistrate allowed *twenty* days to elapse before performing this simple act of obedience, humanity, and duty. He can hardly be supposed to have forgot the verbal order—the prisoners were there staring him in the face, a living memento; but, if he did forget it, that forgetfulness was an example of negligence for which he should be blamed or punished. The conduct of the Sub-Magistrate in respect to the three British subjects will be noticed hereafter.

8. The Deputy Magistrate seems even more obnoxious to blame than the Sub-Magistrate, being an officer of superior education and station. After instructing his subordinate, he did nothing more: he made no report to the District Magistrate. But he ought to have made a report; for, otherwise, how could the District Magistrate fulfil the prescriptions of Act VII. of 1854? How could he make his report to Government; and how could Government, without such a report, sanction the extradition? The extradition could not be sanctioned on information received from the Government of the Nizam through the Resident directly, or through the Resident and the District Magistrate. The District Magistrate is to send up the papers and add his remarks, and this could not be done without a report from the Deputy Magistrate to the District Magistrate. It is obvious, too, that such a communication is indispensable to guard against neglect or delay on the part of the Nizam's authorities—the very neglect and delay which occurred in the present instance.

9. If, however, the report from the Deputy Magistrate to the District Magistrate was not plainly implied in the wording of the Act, it would still be dictated by humanity and common sense, and by the spirit of our institutions and policy. If some excuse may be made for the indifference of a Sub-Magistrate in such a case, the same excuse cannot be made for a Deputy Magistrate whose impassibility and blindness in allowing three foreigners and three British subjects to lie in prison untried for four months is perfectly inexcusable.

10. It was the business of the Deputy Magistrate to report at once to the District Magistrate, and to have renewed his representations even *before* the lapse of two months; but what shall we say of his conduct in not reporting *after* the lapse of two months? After the lapse of two months, the Act prescribes that "the Principal Court of Original Jurisdiction" shall consider the summary release of the prisoners, and take the orders of Government on the subject; but

how could the Government carry this provision of the Act into effect in the absence of any report on the part of the Deputy Magistrate, or any application on the part of the prisoners? I hold that it was clearly the duty of the Deputy Magistrate to mark the lapse of the two months; to report it emphatically to the District Magistrate; and, in the absence of any other intercessor, to act in the interest of the prisoners as their advocate and protector. The remissness of the Deputy Magistrate would have been highly culpable if the three subjects of the Nizam had been alone concerned, but it was extremely aggravated by the fact that the fate of three British subjects was linked with that of their foreign associates, a portion of the case to which I shall revert below.

11. I now turn from the Native Magistrates to the British functionaries connected with the district and with this affair. They are three—Mr. Wilson, Sub-Collector and Joint Magistrate, and afterwards acting District Magistrate; Mr. Thornhill, District Magistrate; and Mr. Leman, Acting District Magistrate.

12. Mr. Wilson, being engaged in the work of the annual settlement, discovered the prisoners on the 17th of April. He directed the Sub-Magistrate to make a new report to the Deputy Magistrate, and, having given this verbal order, he appears to have taken no further notice of the matter until the 30th of July, when he had become Acting District Magistrate, and when his attention was recalled to the subject in another way. I consider that the conduct of Mr. Wilson in dealing with this matter so lightly is worthy of grave reprehension. It is here that the remark of His Excellency the Commander-in-Chief seems peculiarly applicable. Who can doubt that if these men had been persons of station or importance their case would have been prosecuted with greater solicitude? There was a question of legality at issue, and a question of humanity at issue. The men of Hyderabad were lying in jail against the provisions of a British Law, and they had been there for four months without trial; yet, Mr. Wilson is contented with a verbal order to a native subordinate! He ought to have pointed out both to the Sub-Magistrate and to the Deputy Magistrate that they had committed a grievous wrong in allowing this abuse to continue: he ought to have himself reported the matter to the Collector without the delay of an instant; he ought never to have rested until the men were liberated or delivered up. But not only did Mr. Wilson make no such representation to the District Magistrate, but he did not even see that his own verbal order, meagre as it was, was executed. He gave the order, and thought no more about it, and when the Sub-Magistrate tardily obeyed it he seems to have done so on his own impulse.

13. Mr. Thornhill behaved no better. The Sub-Magistrate wrote for the second time on the 7th of May; the Deputy Magistrate received his report on the 15th, and forwarded to the District Magistrate a demand for instructions as to maintenance of the prisoners without delay, sending at the same time copies of both the Sub-Magistrate's reports. The communication of the Deputy Magistrate reached Mr. Thornhill on the 21st of May. Mr. Thornhill had four days to deal with the case, and it could have been disposed of in a moment: he had only to send the particulars in the simplest form to Government, and the prison doors would have been thrown open. But he only asked whether any application had been received from the Nizam's Government, and, learning that none had been received, he allowed the subject to lapse into complete oblivion. He did not point out their error to his subordinates; he did not recommend the case to the

attention of his successor; he did not address the Government, officially or unofficially, on his arrival at Madras, to which he repaired directly; he coolly sacrificed the liberties of these men without an effort to obtain them justice; and from the tone of his letter he hardly seems to feel that he did wrong, or to have the least compunction.

14. Mr. Leman succeeded Mr. Thornhill as Acting Collector on the 29th of May, and he remained in charge till the 1st of July. The letter from the Deputy Magistrate was lying unanswered in his office all this time. He never discovered it, and the subordinate officials did not bring it to his notice. This laxness alone would reflect great discredit on Mr. Leman and his clerks; but his conduct is aggravated by the fact that the Deputy Magistrate sent up another report on the 21st of June which must, in all probability, have come under the personal notice of Mr. Leman. This letter had the same fate as its predecessor: it remained unnoticed.

15. Finally, on the 4th of July, Mr. Wilson re-appears on the scene, and after the lapse of twenty-six days, in the course of an examination into the file of correspondence, he lighted on the letter from the Deputy Magistrate written on the 15th of May. He answered the Deputy Magistrate, and he reported the case to Government.

16. He ought to have telegraphed in my opinion, and the Government ought to have telegraphed in reply. The Hyderabad prisoners were not released till the Order of Government under date of August 30th was sent. The Hyderabad prisoners had then been about eight months in confinement, of which six months were in defiance of the law.

17. If the three Hyderabad prisoners had alone been concerned, there would be, in my opinion, ample ground for passing a severe and public censure on all the public functionaries, native and foreign, who had to do with this business; but the three foreigners awaiting extradition were not alone concerned. As I have stated incidentally already, there were three British subjects arrested on the charge of being parties to the concealment of the property stolen by their Hyderabad confederates. These three British subjects were arrested at the same time, and detained in the same jail. Their confinement was known to the Sub-Magistrate and to the Deputy Magistrate, and they were actually seen by Mr. Wilson, an English Officer, after they had been detained for nearly four months without a trial. Mr. Thornhill knew on the 21st of May that three British subjects had been detained nearly five months without a trial; the subordinates in his office knew it; Mr. Leman ought to have known it—yet nothing was done to bring these men to justice, or to effect their liberation till late in August.

18. It is true that the Deputy Magistrate, on being informed of the arrest of these men, ordered them to be held to bail for 100 rupees, and that this amount of bail was actually obtained eight months later; but, *in the interval*, the Sub-Magistrate, the Deputy Magistrate, Mr. Wilson, and Mr. Thornhill, stood quietly by, and unlawfully allowed these men, who awaited no demand for extradition from Hyderabad, to be deprived of their liberties.

19. It will be contended that the British subjects, being arraigned on a charge of concealing stolen property, could not be prosecuted until the property was proved to be stolen; that, thus, their case depended upon the case of the Hyderabad subjects, and that they must, therefore, either remain in jail, or be held to bail until the Hyderabad prisoners were disposed of.

20. If this be true, surely there was the most cogent ground for vigilance and activity on the part of the British authorities. They ought to have felt bound to leave no stone unturned to effect the extradition and procure the trial of the foreign prisoners, in order that their own subjects might be released from confinement or subjected to a legal sentence. The same motive should have influenced the Deputy Magistrate in holding the British subjects to bail in a more moderate sum; nor can I avoid remarking that, if the case of the Hyderabad subjects had been brought up in the terms of the Act for decision at the end of two months, the case of the British subjects would infallibly have been disposed of at the same time; for, if the principals in the alleged crime had been discharged, the accessaries must have been discharged too.

21. Considering that the guilt of the Sub-Magistrate and the Deputy Magistrate in regard to the Hyderabad prisoners was aggravated by a criminal neglect of the rights and liberties of three British subjects, I am constrained to submit my opinion once more that the two Native Magistrates should be suspended from their functions for the period of one month, with the expression of the censure of Government. I also propose that Mr. Wilson, Mr. Thornhill, and Mr. Leman shall all receive an official rebuke, and that the Order of Government shall be published. I do not propose the suspension of the English officials, because I conceive that the publication of an official censure will be a severer punishment for them than for their native subordinates.

22. The Government ought at the same time to cause distinct directions to be drawn up and circulated for the guidance of public officers in cases of extradition.

P.S.—After committing the previous remarks to paper I forwarded them to Mr. Phillips, who, in his observations, has denied that the case under consideration was an *extradition* case at all, and who intimates that, in his opinion, the Act of 1854 was practically superseded as a rule of procedure by the Order of 8th May 1866.

My honorable Colleague bases his objection to the applicability of the Act on the ground that neither of the offences charged (*i.e.*, against the perpetrators of the theft in the Nizam's territory and their confederates on ours) comes within the definition "heinous offence" as defined in the Act; but Section 22 of the Act defines "heinous offence" to include "any other offence (than those specified in Section 21 or the first part of Section 22) which, in the judgment of the Government to whom the requisition for extradition shall be made shall be serious or aggravated, and for which the person accused cannot be tried within the territories under the Government of the East India Company under the provisions of Act I. of 1849." Therefore, the Act of 1854 would have applied to the case in point if the Government had thought it a serious one, but not otherwise; for simple theft, though a felony in 1854 is not specified in Section 21 (X.) There is nothing, however, in the papers to show that the "theft" was not in reality a robbery, or a theft in a dwelling, in either of which cases the Act would have applied of necessity.

It is evident that all the local officers, Native and English, believed the case to be an extradition case, and dealt with it, or expected it to be dealt with, accordingly. They are, therefore, as culpable as if it was an extradition case, a fact which could only be determined by the Government which all those officers failed to inform.

But, if the case was *not* an extradition case, how much more culpable were the local officers, for in that case the foreign offenders could not have been tried on British territory and ought not to have been confined, and far more blameworthy still was their conduct towards the three British subjects; for one of two things is certain: *they* could either *not* be tried at all, or they ought to have been tried directly. If they could not be tried as accessaries to an unproved offence, they ought to have been set free. But if, as I am assured, they could have been tried for concealing stolen property—property stolen on foreign soil, the theft being proved by witnesses brought from abroad into our Courts—then they ought to have been tried *at once* irrespective of the trial of the foreign prisoners. In that case, the English authorities stood by and connived at the wrongful detention of three British subjects for seven months, a punishment greater than that to which they would have been sentenced if they had been tried and proved guilty. The British officers, Native and English, were culpable if the offence was an extradition case, and *more* culpable if it was not an extradition case.

I cannot agree with my Colleague that the Act of 1854 is practically superseded by the Order of May 8th, 1866. No order of Government can supersede a law; and it is evident that the Order in question was passed with a clear perception of this fact, from the last paragraph which sets forth that—"the co-operation of the officers of the two Governments in the manner suggested is in no way opposed to the provisions of Act I. of 1849 and Act VII. of 1854; on the contrary, it is in accordance with the course prescribed in Section 19 of the latter Act, &c." The *Order* was framed to facilitate the working of the *Act*, not to supersede it.

Mr. Phillips admits that if Act VII. of 1854 was applicable, the only officers capable of taking cognizance of it were the District Magistrate, the Joint Magistrate, the Head Assistant Magistrate, and any Magistrate exercising the *full powers* of a Magistrate. It follows that neither the Sub-Magistrate nor the Deputy Magistrate had any jurisdiction, neither being, as I assume, invested with full powers.

In conclusion, accordingly, I have only to observe that, whether the case was an extradition case or not, I see no ground for modifying my views with respect to the censure and punishment of the local officers.

No. 47.—NOVEMBER 28, 1867.

On the question of the most appropriate site for the new University Buildings, and the source from which funds for their construction should be provided.

The Government, no doubt, acted with sound judgment when they sanctioned the commencement of the Presidency College buildings before they began the construction of the Senate House for the Madras University. The Presidency College is, however, now well advanced, and our attention may, in my humble judgment, be usefully directed to the design and erection of a structure which may afford the accommodation which the University requires, and rather more, perhaps, than was originally contemplated.

2. Two questions naturally arise in connexion with this subject—

- (1.) Where ought the University buildings to be placed; and
- (2.) How ought they to be paid for?

3. The first intention of the Madras Government was to place the University buildings in juxtaposition or immediate connexion with the buildings of the Presidency College, and both were to be constructed on the Chepauk ground, facing the sea, where the new Presidency College now stands.

A Government Order to that effect was passed on the 25th of November 1863, No. 297.

4. This resolution was, however, resisted by the Vice-Chancellor and the Syndicate of the University, who contended, in a letter, dated January 11th, 1864, that it was inexpedient to place the Senate House in close proximity with the College, so as to form part of the same design with the latter establishment. It was apprehended that such a conjunction might confound the two institutions in the eyes of unreflecting persons, and appear to identify the independent University with a High School standing in subordination to the Department of Public Instruction. Some doubts were also expressed as to the architectural effect of such a combination. It was suggested that the University buildings might be placed on the area of Government ground skirting Marshall's Road, which had been originally proposed by the Director of Public Instruction for the College, but which was declined by Government.

5. The validity of these objections was not apparent to the Government of Madras, but the opinion of the University authorities was ratified by the Secretary of State, who prescribed, in a despatch, under date of July 23rd, 1864, that no step should be taken "to give an appearance of identity, or even of any special connexion," between the University and the Presidency College.

6. On the receipt of the instructions of the Secretary of State, the Government of Madras embraced the resolution embodied in the Government Order of October 26th, 1864, to place the University buildings on the site adjoining Marshall's Road, the position, as stated above, originally recommended for the College and suggested for the University by the Vice-Chancellor and Syndicate, in their letter of January 11th, 1864. In that state the question of site now stands; but I venture to re-open it.

7. It forms no part of my purpose to oppose the wishes of the University authorities or the determination of Sir Charles Wood. There is, no doubt, some force in the opinion of the Syndicate, and the decision of the Secretary of State is not likely to be altered. But because the buildings of the University and the buildings of the College are to be distinct, it does not follow that they should be distant, and I strongly object to placing the University on the piece of land near Marshall's Road. The grounds of my objection are the following:—

(1). The site on Marshall's Road stands at a great distance from the Presidency College, the College of Civil Engineers, the Medical College, the principal schools, and the quarters which supply the greatest number of students and persons concerned in literary pursuits. But it is hoped that the University buildings will not be circumscribed to a mere Hall or Senate House for the conferring of Degrees and for other rare solemnities. We expect that, eventually, University Professorships will be established, and that University Lectures will be delivered. Even at the present moment, it is most desirable that a University Library should be founded, which would serve as the General Public Library for the studious classes in the capital, a library in which the valuable MSS. belonging to the Government may be lodged, and in which the past and current publications of the Presidency (which we are now directed to register and preserve)

may be deposited, and, as I trust, united with an ample collection of works useful to the general student, and particularly interesting to the educated inhabitants of Southern India. If such should be the eventual character of the University buildings, it is obvious that nothing is more desirable than to place them in some degree of juxtaposition with the principal haunts of education, and to provide them with a cheerful attractive aspect as well as a good supply of air.

(2). The site near Marshall's Road is a great deal more extensive than is necessary for the University, but it is not extensive enough for that object and another which the Government have much at heart. Moreover, if the site was extensive enough for both, the two purposes are in themselves not compatible.

The object to which I allude as so desirable is the construction of new lines for the Regiment of Native Infantry now lodged at Vepery. The Vepery lines have been long condemned, but year after year has passed away without any vigorous step being taken to correct an evil which has been recognized by every military and civil. The subject was taken up afresh in the beginning of the present year, and a report, prepared by the most competent officers of Government, designated two sites as distinctly desirable—a site at Lawder's Gardens, and the site skirting Marshall's Road. The former offers some features of superiority, and obtained the approval of Government, but it involves a greater expenditure than can be well afforded. The latter is sufficiently good, and can be completed and adapted at a smaller outlay. His Excellency the present Commander-in-Chief has personally inspected the ground, and has affixed his sanction to the selection. We have at last the opportunity and the means of correcting an ancient defect in the sanitary state of the garrison and the city. The work would be deferred or frustrated if the site on Marshall's Road was awarded to the University.

8. I would not sacrifice the University to the regiment if it was necessary to sacrifice either one or the other, but we do not stand in that alternative. In placing the regiment on Marshall's Road we shall do well for the troops; and another site is immediately available for the University, to which no reasonable objection can be taken, and which does not involve the expenditure of one farthing of public money. Between the Marine Villa and the Revenue Board Office there is a spacious plot of ground, with an excellent sea front. It is sufficiently near the new Presidency College and other seats of study to be commodious in that respect, while it is perfectly independent and distinct. Between the site proposed and the Presidency College, three public buildings intervene—the Revenue Board Office, the Chepauk Palace, and the Public Works Depot. All these three structures belong to different orders of architecture, and, if any apprehension should survive that the University might be confounded with the College in consequence of some similarity in the design, I do not doubt that the versatility of Mr. Chisholm could produce a fifth variety of style, which would be different from all the rest and more ornamental than any one of them.

9. Having thus ventured to suggest a site for the future University, I am happy to be able to state that the Government are in possession of an ample fund from which the cost of this work can be defrayed. The sum of ten lakhs invested in Government Paper, bearing interest at four per cent., is available, with the assent of the Government of India, for the erection of buildings for educational purposes having a general interest for the Presidency. This sum is composed in

part of the surplus revenue of temple lands, reserved when the religious endowments of the country were relinquished in the year 1846, and partly of unexpended balances from a Government grant of Rupees 50,000 per annum, which was appropriated to education before the year 1854, when the important despatch from Sir Charles Wood gave a new physiognomy to public instruction in India. The interest of the fund in question is at the absolute disposal of this Government, and has been recently expended in the prosecution of the College buildings. It has been already proposed to apply one lakh of the capital to the same purpose with the assent of the Supreme Government. But if the application of the capital is justifiable for the College, it is justifiable for the University. The fund is far more than sufficient for both, and could not be employed in a manner more conducive to general interests or more in harmony with existing orders on the subject.

10. The proposals which I accordingly submit to Council are comprised under the following three heads:—

(1.) To affirm that the proper site for a University building is the ground between the Marine Villa and the Revenue Board Office.

(2.) To address the Government of India, in order to obtain their sanction for the application of a portion of the capital of the Educational Fund for this purpose.

(3.) To call upon Mr. Chisholm to attend Council, at an early date, with the designs formerly prepared for a University building, with a view to the adaptation of those designs to the proposed locality, and to the various objects which it is deemed expedient that such a structure should include.

No. 48.—NOVEMBER, 1867.

On the revision of the Land Assessment of the Salem District.

I agree with my Colleagues in thinking that it would be most impolitic, under the present rates of price, to abandon two lakhs of revenue from the Salem District by adopting the new scheme of settlement, as it is submitted to Government.

2. At the same time I think it would be equally impolitic to abandon the results of so much labor and inquiry, and allow this opportunity to escape of placing the assessment on a more discriminating and equitable basis.

3. We ought, in my opinion, to exact from the Salem District a gross revenue not inferior to that which has recently been levied, and to base it on the repartition sanctioned by the proposals of the Settlement Officers.

4. This result, it seems to me, may be attained by two methods, either by simply adding a small per-centage to all the rates proposed, weighing most upon the wet crops, or by contracting the number of years on which the commutation average is struck, so as to exclude the earlier lower years, and thus obtain an average high enough to cover the contemplated deficit of revenue.

5. To add the per-centage above-mentioned to the assessment rates would appear to attack the principle of exacting no more than the value of half the net produce, which is presumed to be arrived at by the investigations of the Revenue Officers before us.

6. I prefer the alternative of contracting the number of years on which the commutation rate is calculated. This would be equitable. All the Members of Government are agreed that the prospective prices of agricultural produce are not likely to sink permanently to anything like the level of prices in the earlier series of years embraced in the long period adopted by the Settlement Officers and the Board of Revenue. I would take twenty years in lieu of forty-three, or any number of years which would give us an average capable of yielding the amount of money now raised.

7. In this way there would be no loss of revenue, and still the revenue would be more fairly levied.

8. I think it would be a great blow to our Survey and Settlement Establishments to reject this plan altogether, and such a course might expose us to a severe commentary on the part of the Supreme Government.

9. I highly approve of the proposal of the Board to introduce a commutation cess for the local labor service or Koodimaramut. I would at once affirm the general principle, prescribe a similar measure in all future settlements, and apply it retrospectively to the districts already settled where there is any existence or any tradition of such customary labor. The Supreme Government should be addressed on the subject, and this commutation cess fixed as the local fund for minor irrigation repairs everywhere.

No. 49.—DECEMBER 5, 1867.

On the misconduct of the District Magistrate of Trichinopoly and the Deputy Magistrate and the manner in which the grave displeasure of Government should be marked.

I concur essentially in the views conveyed by the High Court (as it seems to me with some unnecessary warmth of expression) respecting the conduct of the Acting District Magistrate of Trichinopoly and the Deputy Magistrate. There can be no question that the course pursued by both these officers has been characterized by want of temper, by ignorance of law, and by an insensibility to official responsibilities and decencies which are in the highest degree worthy of blame in officers of their station. Such an exhibition of indiscretion has caused a conflict of authority extremely prejudicial to public order, and which might have produced consequences calculated to bring the Government into contempt, and to provoke a spirit of insubordination in the people. I have read the communications of Mr. Agnew and of Ragoonatha Row with astonishment, and I think that they both deserve to be censured and punished.

2. On a comparison of the opinions enunciated by my Colleagues, I incline to the suggestion offered by Mr. Arbuthnot, believing it to be the milder one, though still sufficiently severe. I would send Mr. Agnew back to his substantive appointment of Sub-Collector for a year, with an admonition that he will only be preferred to a higher employment when the Government has grounds to believe that he is prepared to exercise its duties with gravity and moderation. I would, as a preliminary measure, suspend the Deputy Magistrate until further orders. We shall soon be enabled to form a judgment as to his motives in directing the prosecution of the District Moonsiff on a charge of bribery.

No. 50.—DECEMBER 10, 1867.

On the inexpediency of maintaining the limitations imposed on the selection of an Officer for the position of Adjutant-General.

In a letter dated September 10th, 1867, this Government requested the Supreme Government to ascertain from Her Majesty's Government, if not already in possession of any decision on the point, whether the rulings in regard to qualification in Hindoostanee and five years' residence in India are to be considered *absolute* in respect to Officers of Her Majesty's British Army, either full Colonels in the Army or below that rank, hereafter nominated for the appointment of Adjutant-General or Quartermaster-General.

2. In the reply of the Government of India, dated October the 16th, the Supreme Government do not state that they have ascertained the opinion of Her Majesty's Government, or that they are in the possession of any decision on the point from that source, but we are informed that the qualifications referred to were laid down after very careful consideration both in India and in England, and that the Governor-General in Council attaches great importance to their close observance—a partial relaxation, it is added, was permitted at an earlier period, but the motives for that relaxation have now disappeared. The ruling concerning qualifications in Hindoostanee and five years' residence in India are accordingly to be considered absolute.

3. Such is the decision of the Government of India, and it is of course entitled to the respect and obedience due to that high and competent authority.

4. I have, however, so decided an impression that the restrictions alluded to are inexpedient on general grounds, and especially in regard to the peculiar position of this Presidency which offers but a limited field for the selection of officers belonging to the British Army, that I am induced to submit to my Colleagues the proposal that the question should still be referred, with any observations which His Excellency the Commander-in-Chief may be pleased to make, to the further consideration of Her Majesty's Government.

5. It may be that Her Majesty's Government may not consider the sense of the rules laid down by the Secretary of State in 1862 to be so absolute. It may be that the Secretary of State, with the light of subsequent experience, may see fit to alter those rules and to reserve a more considerable latitude of selection to the Commander-in-Chief of this Presidency, the Local Government, and the India Office.

6. The matter is by no means a personal one. In recommending Colonel Fordyce, my Military Secretary, to succeed Colonel Primrose, Sir Gaspard LeMarchant acted without consulting me directly or indirectly, and solely on his experience of the abilities of that officer in a previous command, but this proposal drew my attention to the question.

7. There can be little doubt that the Adjutant-General will for the most part be selected from the officers belonging to the Queen's British Army, with a view to the important interests connected with that branch of Her Majesty's Forces which will be brought under the consideration of the Commander-in-Chief and the Government through his channel. If this be the case, it appears probable that great difficulty might be experienced now and hereafter in securing the services of an officer well qualified by War Services, by Staff Services, by general intelligence, and by professional zeal in conjunction with the accidental, and, as it seems

to me, subordinate qualifications of a knowledge of Hindoostanee and a period of residence in India so exactly fixed.

8. I do not hesitate to affirm my belief that a long local service in India might be found in some degree a disqualification for the position of Adjutant-General, and that it is most desirable that the officer selected for that position should have recent English and Colonial experience, and be impressed with a warm sympathy for those improvements and innovations which come from England to India, and are frequent with so much benefit both for the British Army and the Native Army in this country.

No. 51.—DECEMBER 21, 1867.

On the same subject.

After reading the opinions of my Colleagues, I see that with considerable difference of sentiment in reference to the expediency of maintaining the limitations imposed on the selection of an officer for the position of Adjutant-General, the Government are all of opinion that it would not be desirable to carry out those provisions at this moment.

I would suggest, therefore, that the Minutes by the several Members of Council should be submitted to the Supreme Government and to the Secretary of State, and that an early decision should be solicited which would enable the Commander-in-Chief to propose, and the Government to recommend, an officer for the post referred to.

No. 52.—DECEMBER 20, 1867.

On the revision of the Land Assessment of the Salem District, in continuation of No. 48.

My views with reference to the new settlement of the Salem District were expressed in a note on the papers originally circulated. I have seen no reason to modify them essentially, and they may be briefly recapitulated as follows:—

- (1.) No revenue ought to be sacrificed.
- (2.) The labors of the Settlement Officers ought not to be laid aside.
- (3.) The new settlement ought to be based on the classification proposed by the Settlement Officers.
- (4.) The loss of revenue contemplated by the Settlement Officers and the Board of Revenue should be recovered by contracting the number of years on which the commutation rate is based, so as to strike out a number of the earlier cheaper years.
- (5.) A water-cess should be introduced for minor local irrigation repairs, on the principle of a commutation of that customary unpaid labor which the people formerly rendered for State wet lands, and which they still render for Zemindary wet lands.

2. Mr. Arbutnot having taken this question in hand, has now communicated to Council a Minute, in which not only the re-settlement of the Salem District is comprehensively treated, but in which several questions of great importance to the public revenue and social condition of the country at large are

raised. I may be permitted to embody the principal suggestions of my honorable Colleague under the following heads, for the facility of analysis and discussion :—

(1.) The Government should definitively fix the term of years on which the average of prices is to be calculated for commuting the produce rent of Government land into money rent, or, in the language of Mr. Arbuthnot, "they should determine what number of years should be taken as the basis for settling the commutation rate."

(2.) The number of years adopted as the basis of the commutation rate should not be adopted with reference to each individual district, but the same term should be adopted for all the districts of the Presidency under settlement, or which still remain to be re-settled, allowances and exceptions being made for the proved requirements of particular localities.

(3.) That the duration of the new settlements should be fixed, and that the resolution of Government on this important question should be distinctly and definitively communicated to the occupiers of Government land.

(4.) That the Establishment of the Settlement Department should be restored to an efficient state, and be exclusively charged with the duty of introducing the new settlements, with the exception, perhaps, of Tinnevely.

3. I agree with Mr. Arbuthnot that it is most desirable to adopt a term of years on which the commutation rate may be calculated, keeping in view the interests alike of the Government and the ryot. In the settlement heretofore proposed, or effected, the officers charged with this duty, and the Board of Revenue, appear to me to have extended the term much more than was necessary in their benevolent anxiety to relieve the cultivator from an over-charge, in the event of a considerable reduction in the price of agricultural commodities occurring hereafter. They have gone back more than forty years, and have embraced a series of seasons when the country had scarcely realized the benefits of a durable peace, and when the foreign market was but imperfectly opened to the productions of India. Such a course may have been natural and justifiable some time back, when the rise in the price of agricultural produce was new, when the maintenance of remunerative rates was problematic, and when the causes of this better state of things were uncertain. Something also may be allowed for the spectacle of recent evils and for individual opinion. Some parts of the country had been scourged and exhausted by high assessments, and the contemplation of stationary or deteriorating culture, produced a re-action in favor of low and permanent rates of taxation. The principle of permanent assessment, in fact, became much in vogue, and the partisans of that principle expected, and not without reason, a compensation for immediate loss of revenue, on lands already paying rent, from the expansion of cultivation, as well as from the Customs and Abkarry, which would naturally improve with a general development of ease and wealth among the laboring classes.

I submit that the time has now come when we need not share the apprehensions which were justifiably entertained, some years ago, of a re-action to extremely low prices. The rise of prices appears to be securely fixed upon an improvement in the internal market, and upon a demand for Indian grains and Indian cotton in Europe, which would take off even a larger quantity of those articles than can at present be supplied and exported. Prices have been maintained at a satisfactory level over a considerable series of years, they have been raised to a calamitous pitch in a time of dryness and scarcity, but they have stood the test of average

harvests and prosperous seasons. I do not mean to affirm that we can look forward with absolute security to the future, but I have not found so great a concurrence of opinion on any subject involving the welfare of the country as on this. Most persons cognizant of the state of the Presidency, and of the course of trade, have expressed their confidence to me in the maintenance of an average calculated upon the prices of the last twelve years, and I do not think that private parties letting land for a money rent would accept a rent fixed on the average of a longer period. The Government, however, being mindful of the rights, the vested interests, the habits and the apprehensions of the cultivators, and looking to the development of other sources of revenue, may well be inclined to take a more liberal course, and to include a longer retrospect of cheaper years in fixing the basis of their commutation rate. Mr. Arbuthnot has alluded to twenty years as the term which might be adopted, a concession which would still involve some loss upon the land revenue now easily exacted in the Salem District. I would go so far after hearing the opinion of the Board of Revenue, and, in doing so, should feel a perfect confidence that the average price thus attained would prove to be a liberal starting point for the proximate future.

4. Having determined the number of years which should form the basis of the commutation rate, it appears to me most desirable that the same term should be applied to all the districts of the Presidency.

The causes which have contributed to raise the price of agricultural produce have operated, as far as I am informed, over the whole surface of the country and from about the same date they have affected all kinds of agricultural produce, and have been as apparent in cocoanuts and in cattle, as in paddy, gram, raggy, or cholum. I would make the term of years general, but if it can be shown that the tide of prosperity set in later, or rose more slowly in some districts than in others, or that some districts have been depressed and impoverished by exceptional discouragements, an abatement might be made from the commutation rate, calculated on the normal term of years, in consideration of such peculiar circumstances.

In advocating these opinions, I would not expose myself to the imputation of undervaluing either the expansion of culture, which would be prompted by low assessments, or the improvement in other branches of revenue, which would be consequent on an increasing purchase power in the mass of the rural population. No one endued with common humanity and reason would ever advocate the re-imposition of assessments burdensome to the Government ryot, or even conformable to the market value of land, if the land was offered freely to the highest bidder, or to the rent which the ryot would himself exact if he sublet the land. There is no principle more sacred in the eyes of Government than this, that the ryot has prescriptive rights in the land, rights of indefeasible occupancy on certain conditions, trenching very nearly on proprietary rights, and composing, with the rights of Government, a sort of common ownership, while cultivation is carried on, which it is difficult and indeed unnecessary to define, and which has no parallel in the land tenures of England. The Madras ryot has in tradition, in the benevolence of Government and in its prudence, an absolute charter and safeguard against anything like severity or exaction. The principle of competition, or that of the market value, will never be introduced in letting Government land. The Government land occupant can never be dealt with as a tenant at will, nor even as a tenant at all. But surely between these extremities, which

are renounced by all, and the indulgence lately practised in land settlements, especially in regard to wet lands, there may be some reasonable mean which would secure to Government a continuance of its ancient part in the produce of the soil, or the value of that produce, without oppressing the cultivator, or crippling his faculty of extending cultivation, or shutting him out from an increasing share in the simple conveniences and indulgences of an Indian life.

5. The Home Government and the Supreme Government have, at various times, and in several forms, gone very near to affirm the introduction of a permanent money assessment for Government lands in this Presidency. Mr. Arbuthnot has cited various declarations on this subject, which happily are not conclusive, and which have never been authoritatively imparted to the ryot in any part of the country.

Sir William Denison has contended, in a series of able Minutes, so conclusively against the superfluous liberality of a permanent money assessment, that I feel my incapacity to add any thing of value to his arguments.

The Government in this Presidency has a right to a certain share in the produce of the soil as soon as it is brought under cultivation and while it continues to bear a crop. The Government is absolute proprietor of the soil while it is waste and when it relapses into waste. This is the general rule, though of course there are many exceptional land tenures, and some provincial peculiarities.

The right to a certain share in the produce of the cultivated soil implies a right to an expansion of revenue in four different ways:—

- (1.) By an increase of the area cultivated.
- (2.) By an increase in the value of the crop.
- (3.) By an increase in the amount of crop raised on a given area.
- (4.) By the substitution of more valuable crops in lieu of crops of less value.

The Native Government, which still takes its dues in kind, and the Zemindar who does the same, benefit by the several processes indicated above.

The ryot who sublets Government land adds, in all probability, a fifth imposition on the actual cultivator, by exacting a larger share of the crop raised.

A proprietor in England in granting a new lease of a farm looks to the same sources, except the last, for an increase of rent, although he may not have directly contributed, or have very partially contributed, to the results which enrich him.

The Government of Madras in ceasing to receive its dues in kind, has practically waived two sources of increased revenue. They do not contemplate taking any share of the increased amount of produce raised by the industry or capital of the cultivator. If the ryot digs a well for the benefit of his land, the land is now still assessed as dry land. Nor do they consider the nature of the crop raised. If the ryot puts down cotton where grain was sown before, he pays for grain. But the Government have, up to the present time, affirmed their right to revenue on land reclaimed by the ryot from waste, and they have never yet notified to the ryot that his present money assessment will not be raised with a well ascertained and established rise in prices.

Mr. Arbuthnot in paragraph 7 of his Minute has noted that the Supreme Government recently recommended that when three-fourths of the cultivable area of an estate (I presume a village land) have been brought under cultivation, Government should waive their right to raise revenue on the remaining fourth, and assess the whole in perpetuity at a fixed sum. Mr. Arbuthnot justly affirms

the expediency of obtaining from Her Majesty's Government a distinct expression of opinion on a point which affects one of the fundamental principles of the Ryotwari settlement. I think it right to record my deliberate opinion against any concession of this nature, which would deprive Government of a valuable source of future revenue, which is not expected by the people, which is inconsistent with their habits and traditions, and which would never be granted by one native to another.

The principle of a permanent money assessment in this Presidency is one which requires to be vigilantly resisted, for it is not only advocated by many of the able Bengal Civilians, but it is even supported by some of our own economists, who retain a deep impression of the mischief which was wrought by high assessments in past times, and under other circumstances. In my humble judgment this Government should set its face stubbornly against such an innovation for the following reasons:—

(1.) The increase in the value of agricultural produce is an increase to which the cultivator contributes nothing. It is the effect of an improvement in the domestic and foreign markets, over which the cultivator has no control, or it is owing to the discovery and depreciation of the precious metals, in which he has no part. To give the cultivator the *whole* benefit of the expanding value of his commodity, would simply be to reward him for the merits and exertions of others, or for the accidents of the period in which we live.

(2.) The cultivator does not generally expect, and does not seriously intend, to be put upon a permanent unalterable money rent. He will accept the system when it suits him, but he will not accept it, and he cannot accept it, to his prejudice. The principle, that the State claim is a claim to a certain proportion of the realized produce, is deeply laid in the popular heart. When the harvest is abundant, the ryot will pay his money rent cheerfully, and wear the face of an English farmer, but let a bad season come, and the crop fail, he will instantly become a Hindu ryot again, and claim a remission of rent on the ground that there was no return. Nor is it possible to expect any other result. The ryot has no capital. He cannot support the strain of scarcity, and the State in such a contingency would not deem it just or politic to sell him up, and supply his place with another as poor as himself. But if the ryot can call upon the State to make a remission of rent in bad seasons, surely it is equitable that the State should have some share in the prosperity of the ryot, at least to the extent of a participation in a rise of prices, when that rise is not owing to a diminution of supply, but to a development of demand. The ryot is indeed quite ready to be dealt with in this manner; in such a proceeding he would not conceive himself to be wronged, or if here and there it should create discontent, that discontent would be the effect of our own rash diffusion of foreign notions.

(3.) While the ryot has no claim to a permanent money rent in justice or in custom, it would be most impolitic in Government to sanction such a sacrifice of revenue, both in their own interest and in the interest of the people at large.

The land revenue will long be the bulk of the public revenue of India; no one can predict to what extent prices may be advanced, either by increased consumption and exportations, or by an eventual fall in the value of gold. But the Government requires all it has and all it can obtain, with liberality and justice, for the support of its establishments, for the maintenance of public credit, for education, for sanitation, for social innovations, for reproductive public works,

which the people have neither the wealth nor the intelligence to undertake themselves. The Government is the only capitalist, and the only guarantee, in India, and a development of its financial power, now that the era of wars and conquests has passed away, may really be regarded as identical with a development of the national welfare. We cannot afford to part with one farthing of revenue, present or prospective, which can be levied without direct prejudice to the interests and feelings of the community.

It has been urged, and Mr. Arbuthnot appears to affirm the opinion, that one of the advantages contingent on a low money assessment for a prolonged period would be to give an exchangeable value to the soil, and to further the gradual growth of a middle class connected with the land. Mr. Arbuthnot does not indeed think it necessary, to the attainment of this object, that Government should incur large, immediate, or prospective sacrifices; but the object commends itself to his approval, and he thinks that it ought to be asserted in addressing the Board of Revenue in connexion with these matters.

I confess that I doubt the propriety of laying down any maxims of this nature. The creation of a middle class of landed proprietors in this country, that is, the creation of a class of great ryots, holding large areas of land from Government at a low fixed rent, might prove to be the creation of a race of middlemen between the benevolent Government and the rack-rented cultivator. A middle-class occupant of Government land would be much more likely to sublet his land in small holdings to the highest bidder, than to cultivate it himself with capital and science. I think it extremely desirable, in the interest of the people and the land, that the occupants holding from Government should be themselves the cultivators of the soil, as they generally are now. The interposition of an idle class, living on the difference between the rent paid to Government and the rent received from the working man, would defeat the object of Government in granting moderate rates of assessment, and would introduce the evils of the Zemindari system, without its agreeable and redeeming features.

In my humble judgment the rights and interests of Government would be sufficiently protected, and the benefits which belong to the system of permanent money assessment would be imparted to the ryot in an equitable degree, by the introduction of a fixed money assessment for twenty-one or thirty years, subject to revision at the end of that period. I am prepared to accede to thirty years in the hope of effecting a compromise with my Colleagues and with the Board of Revenue, among whom I apprehend that a settlement for fifty years, if not in absolute perpetuity, would find considerable support.

It is obvious that when the duration of the new settlements has been finally determined, information of the resolution of Government should be communicated to the occupants of State lands in the most distinct manner, in order that they may be disabused of any erroneous impressions which may possibly have reached them on this subject.

6. The proposal made by Mr. Arbuthnot, that the Settlement Establishment should be placed upon an efficient footing, commands my hearty concurrence. I look to that establishment as the only agency by which the land assessment of this Presidency can be placed on an equitable and harmonious basis. The expedient of employing the Collectors on this duty was, in my mind, a well-intentioned but ill-judged piece of economy. The exclusive employment of a body of

special, well-trained, experienced officers on this duty appears to be demanded on the following grounds:—

- (1.) To ensure celerity and efficiency in the execution of the work.
- (2.) To ensure an equal, consistent course in all parts of the country, in lieu of abandoning the several unsettled districts to the theories and prepossessions of the local Revenue officers, of which we have had a foretaste in the eccentric, though conscientious and zealous proceedings of Mr. Dykes, in Nellore.
- (3.) To save the country from the neglects which must occur if the Collectors and subordinate Revenue officers are drawn from their proper work, and put upon a most intricate, laborious, and absorbing duty.

7. Having thus expressed my general assent to the proposals made by Mr. Arbuthnot, I have only to add, in conclusion, an emphatic expression of opinion, that the Government ought not to pass over in silence the suggestion offered by the Board in favor of raising a water-cess or per-centage on the wet assessment, in the way of commutation for the ancient customary service to which the occupants of irrigated land were liable for the repair of minor irrigation works. I would not only affirm this principle in reference to Salem, but in regard to all the districts, settled, and unsettled, of the Presidency, in which there is a recent tradition of this popular obligation, or in which the Zemindars exact it. It will be found, I apprehend, that customary labor for irrigation repairs was universal; that the Government occupants have for the most part abusively evaded this salutary obligation to the State since the institution and development of the Public Works Department; that in some districts this kind of labor has been already actually commuted for a money payment; that in others it is still in some measure rendered; and that in all it might be recovered either in work or in money without hardship to the people, for at the ruling prices the wet assessments, payable in money, are extremely light, and nowhere represent anything like half the net produce of the soil.

I need not say that in case the Government should sanction the imposition of a small water-cess, such as that to which I have referred, the funds thus raised should be reserved and expended strictly for local purposes, on the same footing as the road-cess.

No. 53, 1867.

On the measures to be adopted for the preservation of the primitive forests of the Neilgherry Hills.

The Minute communicated by Sir Thomas Pycroft contains an interesting abstract of the measures embraced by this Government for the preservation of the primitive forests of the Neilgherry mountains, as well as valuable suggestions for the prosecution of this useful design.

2. The remarks offered by Sir Thomas Pycroft may be considered with reference (1) to the preservation of the forest in the Coonoor pass; and (2) to the preservation of the "sholas," or scattered copsewoods, on the Neilgherry plateau.

3. In regard to the Coonoor gorge or pass, I cannot go with my predecessor, Lord Harris, or with my Colleague, quite so far as to affirm that the forest with which the mountains are clothed on either side of the romantic glen which ascends from the plain to Coonoor should be preserved merely or chiefly in the interest of

"the beautiful." If the Coonoor valley was a fertile and healthy tract, extensively available throughout its area for coffee plantations, and if the denudation of the slopes connected with that culture did not involve any serious danger to the water-supply of the region below, I would not justify the exclusion of the planter and the maintenance of the forest, because the latter offers a charming ornament to a road by which the sanitarium of Southern India is usually attained. The bungalows of planters and their trim and fruitful plantations are not repugnant objects; on the contrary, it seems to me that the tea and coffee gardens offer an agreeable prospect, and that there is a sort of moral satisfaction in the spectacle of useful labor and profitable crops which may vie with the attractions of a picturesque landscape. I might also contend that a Government has more to do with the former pleasure than the latter. I would like to see the Coonoor gorge cultivated from one end to the other with coffee, and studded with planters' cottages, if that could be done with benefit to the planters and the native population, and I do not think that Government would be justified in refusing any ground to labor *only* for the sake of beauty. I am, however, prepared to join my Colleague in declining any future grants of land on the gorge on the ground that the recent clearings could not be extended without some alteration of the water discharge, which might be prejudicial to the general interests of the adjacent country. The sides of the valley are very precipitous and rocky, the soil appears to be thin and light. If all the trees were felled, the rain would run off the declivity with great rapidity, and carry a quantity of earth to the valley below. The gradual and measured distribution of the rainfall would be impaired. There would be furious floods of brief duration succeeded by periods of absolute drought. The springs which now trickle through the verdure for the greater part of the year would disappear, nor would there be a commensurate compensation for these pernicious changes in the extension of culture. The gorge is notoriously and fatally unhealthy in its lower parts. The portions above, which are comparatively salubrious, are already opened and cultivated. I think that the planter has had a fair share of the Coonoor gorge; he has got as much as he can safely and beneficially use. What remains may be left untouched in the general interest. I therefore concur in the proposal of Sir T. Pycroft, that the Collector of Coimbatore be instructed not to entertain any further applications for grants of land on either side of the Coonoor gorge, basing the order on the necessity which exists for preserving the forest in the interest of the water-supply.

4. With reference to the preservation of the copsewoods on the plateau of the Neilgherries, I also agree with Sir T. Pycroft that the orders now in force for the preservation of the woods within a certain radius around Ootacamund should be carried into effect, both for the amenity of a place not merely traversed but constantly inhabited by our countrymen, as well as for the shelter of the water-sources so necessary for the welfare of the station. Beyond this protected circle, I think that no Government woods should be felled on account of Government without replanting, and that none should be alienated without special permission and strict provisions for the preservation of woods and morasses adapted to the exigencies of each particular case.

5. Sir Thomas Pycroft has justly stipulated for the preservation of the bogs in the hill tracts. Perhaps the maintenance of these swamps is even more essential than the protection of some of the patches of woodland on the sides of the hills. The slopes of the hills *on the plateau* are usually gentle and grassy; when denuded

of wood the ground still remains clothed with coarse sward and strong shrubs; water does not run off that kind of surface with much violence, nor is evaporation very rapid. We must not forget that trees themselves are powerful consumers of moisture, and that they evaporate largely. There are, no doubt, some situations in which the destruction of timber might not be prejudicial to the rainfall or the water-supply at all. The example of Scotland proves that naked mountain ranges attract or intercept the clouds, and that woodless regions received abundant supplies of rain, and let that rain off gently and regularly as long as drainage was not applied; for those tracts were furnished with capacious bogs, which were so many preservers of water and moderators of its discharge. The Scotch have wisely drained their bogs, for their chief object was to get rid of the water as fast as possible, even at the risk of some inconveniences which attend its precipitate flow; but in India the chief object is the retention and deliberate evacuation of the water. To drain the bogs in the mountain ranges here would be a fatal error at least before Government has provided artificial reservoirs for the retention and storage of water. I believe also that the morasses of the Neilgherries are useful to the pastoral tribes for the sustenance of their buffaloes, which are the principal live-stock of the region. The bogs belonging to Government, or under its control, should be placed on the same footing as the "sholas." I do not think that we need trouble ourselves about the peat-compressing machines; they have proved elsewhere to be an abortive contrivance.

6. Several minor suggestions in Sir Thomas Pycroft's Minute have my entire concurrence.

(1.) A specific report should be furnished respecting the extent of the Government plantations of forest trees at the Wellington and Kota Sholas, as well as on the condition and prospects of those plantations.

(2.) An accurate account should be given of the clearings made of late years for firewood, with the view of replanting those places without further delay.

(3.) Experiments ought to be made with a view to the introduction of various European timber trees and of the Mahogany tree, which flourishes admirably in the north of India.

(4.) The Assistant Conservator of Forests in the Neilgherries ought to be liberally relieved of those parts of his duty which, in the opinion of Dr. Cleghorn, interfere with the complete and efficient exercise of his functions on the plateau.

(5.) Major Morgan should be instructed to dispose of his farm and woods on the Neilgherries, or be removed to another district where his interests and pursuits will not be in conflict with his official duties. I come to this resolution with a feeling of reluctance, which Sir Thomas Pycroft seems to share, but I do not see how we can justly refrain from imposing on Major Morgan the rule which we apply to others with great severity.

No. 54.—JANUARY 29, 1868.

On the Final Report of the Committee appointed for the relief of the Famine of 1866.

I agree with my Colleague, Mr. Phillips, in thinking that the Government will do well in simply recording their high sense of the services rendered to Government and the country by the Famine Relief Committee, and of the zeal

and ability with which Mr. Dalyell has performed the duties of Secretary to that body. I would not pass any distinct opinion with reference to the memorandum submitted by Mr. Dalyell. I think myself that it is in the main a faithful narrative, and that it contains a just and temperate appreciation of the conduct of Government during the crisis of 1866.

2. There are, however, questions connected with that event which are open to controversy, and, as the Government would probably not be found unanimous in any expression of opinion which could be formed, it is more discreet to pass over these transactions and the opinions expressed by Mr. Dalyell in silence. The errors and neglects of Government, if such there were, cannot be repaired, further discussion would probably be deemed superfluous and fatiguing; it might produce recrimination. The events of 1866 have left us lessons which will, I trust, not be forgotten, and which, if wisely remembered, will enable us to meet similar contingencies with greater energy and forecast than were exhibited in 1866, yet without that precipitation and that excess of liberality to which Mr. Arbuthnot has pointed in his Minute, and of which he sees some indications in the recent Proceedings of the Board of Revenue.

3. There is much in the Minute recorded by Mr. Arbuthnot in which I cordially agree, but I cannot avoid giving expression to my dissent from his views on one point, with reference to which I have already embodied my sentiments when the action of the local authorities in Bellary came under discussion.

4. Mr. Arbuthnot has affirmed the opinion that, if it had not been for the failure of the south-west monsoon in June and July 1866, there was no district in the Presidency, except Ganjam, in which there would have been any real necessity for the special interference of Government, and that it was consequently not the duty of Government to anticipate and provide against a misfortune which could not be regarded as probable.

5. I hold on the contrary that the failure of the south-west monsoon *was* a contingency which ought to have been contemplated in some districts in which that rainfall is uncertain, fitful, and sparing, as for instance Bellary, and that Government ought to have had the machinery of employment and relief in readiness and at hand. The failure of the south-west monsoon in 1866, following hard upon an insufficient north-east monsoon in the autumn of 1865, precipitated Bellary into a catastrophe which could not be averted by measures planned and sanctioned in July, and carried into effect in August and September; and what occurred in Bellary occurred on a smaller scale and in a milder form in many other districts. The failure of one monsoon ought to arouse all the vigilance of Government in regard to the next.

6. The suggestion that a large number of works not requiring skilled labor should be planned and estimated for in every village in anticipation of scarcity is, in my opinion, an exaggerated proposal. It would be sufficient, I think, if in every district the Collector kept constantly in view a certain number of works to which the people, in the case of the suspension of common agricultural labor, might be promptly transferred. Such works could easily be indicated in every district of this Presidency in connexion with irrigation and communications. As soon as the contingency of scarcity appeared impending, the attention of the subordinate local authorities would be called to such works, and the Collector would enter into correspondence with the Officers of the Public Works Department with reference to

their execution. A timely report to Government would elicit the appropriation of funds, and the Government would be enabled to judge from the magnitude of the danger, and the state of the executive body, whether the nomination of special agency was necessary or not. The designation of works, the provision of funds the nomination even of special officers, are not measures which need cause any unreasonable outlay, or arouse any alarm. The machinery being all held in readiness, it need not be applied till the evil was actually demonstrated. But then it could be applied efficiently. The laborer would be secured before his strength was impaired, and his energies would be directed to objects deliberately selected and properly superintended. If the apprehended danger passed away, if a retarded rainfall supervened to revive the demand for agricultural labor, the workmen would rapidly disperse to their homes and fields, in such cases some slight waste of precaution, activity, and expenditure might occur; but it would be incurred for a good object, it would be an honorable error—one on which the Government might be congratulated for which it never would be blamed.

7. I do not think that the measures of Government in the summer of 1866 were timely or effectual. I think they might have been rendered so by more foresight and earlier action. On this point I agree with the memorandum under consideration, and I demur to the sentiments of Mr. Arbuthnot; but, as I said before, I do not think we are called upon to record an opinion.

No. 55.—FEBRUARY 5, 1868.

On an extract from the "Edinburgh Courant" professing to be founded on an address by Miss Carpenter reflecting on Prison Discipline in India.

I wish to add a few words to the report furnished by the Inspector-General of Jails in reference to an extract from the *Edinburgh Evening Courant*, of the 15th of October last, respecting Prison Discipline in India.

2. The extract in question embodies a much darker view of the Indian Jails than is justified by the facts of the case in this Presidency; on the other hand, I hardly think that the report of the Inspector-General enforces the actual defects of our penal establishments with sufficient energy.

3. I have been in a variety of prisons in this Presidency, Central Jails, District Jails, and Subsidiary Jails.

4. There is no mixture of male and female prisoners whatever in any place of detention which has come under my notice. I have everywhere seen a separate place of confinement or detention for female prisoners. In the Central Jails these wards are, of course, sufficiently spacious and airy. In the District Jails I have seen quarters which, in the eyes of a European, would certainly appear dark and squalid, which reflect no credit on our administration, but which do not imply any serious deprivations or hardships, if we regard the condition of the habitations from which the female criminals are for the most part drawn. In the subordinate places of confinement I remember one or two places of detention in which there was not a proper provision for privacy and protection. Indeed, I have heard it affirmed, and I believe with justice, that in some of the Subsidiary Jails there are no proper quarters for female prisoners (who are very few in number) at all, and that they are left to lounge away their short

sentences in passages or verandahs. Such irregularities, if they still exist, are rapidly disappearing.

5. I repeat there is no mixture of male and female prisoners at all in any of our prisons. Such a thing is unknown, and would be viewed with abhorrence both by Natives and Europeans. But there is, except in the Central Jails, a frequent mixture of untried and convicted female prisoners. This is not the case everywhere, far from it, but I do not doubt that many examples of such an evil might be adduced both in the Subsidiary Jails and the District Jails. The evil is recognized, and provision is being made to remedy it as fast as our financial resources will allow.

6. In the District Jails and the Subsidiary Jails there is, as far as I remember to have seen, no decent or proper system of female supervision. The women are guarded by male Warders—men of rude or rough manners, I do not say of bad morals—East Indians or Europeans. I never saw a female Warder with a convict in a District Jail, and I have always viewed the employment of men in connexion with these native female prisoners with the greatest regret and repugnance. A female Warder or Superintendent of a superior class has only very recently been nominated in the Madras Penitentiary itself. I think that there ought to be a decent East Indian woman, with some knowledge of the native languages, nominated as Female Superintendent in every District Jail with a liberal salary, in some cases with selected convict subordinates.

7. There is no proper system of female labor in our jails. The women are usefully employed in pounding rice and in other domestic or culinary work. I think that their employments might be more varied and developed. They might be exercised in spinning and weaving and in other handicrafts.

8. There are very few juvenile female offenders. Such as there are are probably for the most part mixed up, except in the Central Jails and the Penitentiary, with adult female criminals tried and untried. Little or no attempt is made to educate or reform them.

9. In the District and Subsidiary Jails juvenile male offenders are not unusually mingled at night with adult male offenders, either convicted or untried. I have seen them in both ways. No proper separation is maintained between the adult and juvenile prisoners in working hours. I consider that it is impossible to exert the proper influences of discipline and education over juvenile offenders in our prisons. The only effectual way of doing so will be to establish reformatories in conformity with the principles laid down by the Members of Government in their Minutes on this subject submitted to the Supreme Government. The position of boys in our prisons is to be deeply regretted and reprobated. I do not doubt but that it is attended with great moral evils.

10. The universal rule of the Madras Prisons for all male convicts, except those under very short sentences, is to wear irons whether employed outside of the prison walls or not. I think that this is an abuse. I would reserve irons as a punishment within the prison walls, where intramural labor has been introduced. I would abolish them altogether in jail hospitals, except in cases of refractory behaviour.

11. The eventual aim of Government ought to be, in my opinion, to provide every male prisoner with a separate sleeping cell. We are still very far from that result. Our first object has been to provide space and air, the means of life, and

the means of labor, with some rudimentary classification, industry, and training. These objects will soon be secured. When this aim has been attained, and when the whole convict population has been brought under efficient control, the Government will find itself in possession of a considerable force of long-sentence men with some knowledge of the common trades. The Government must then set to work with convict agencies, and endeavour to provide on the basis of the existing Central Jail and District Jail buildings accommodation for the adult male convicts more consistent with the principles of discipline and morality than the present common ward system is. I am satisfied that, with time and perseverance, the end might be attained without exorbitant expense.

12. I am the first to acknowledge that there are most serious evils and defects in the present system of jails in this Presidency, and I do not think that we should ever relax in denouncing these evils until they are remedied, but I am bound to add that they are not evils for the most part which the people themselves keenly feel. The convicts are well-fed, humanely treated, and lightly worked. With the increased accommodation, which is being rapidly provided, their sanitary condition will permanently improve. They are not sensible of moral or intellectual deprivations. When they are liberated the stigma attached to criminal conviction is easily effaced. The nature of the sufferer is patient and resigned. The Indian convict is probably happier in prison than the English convict, and he is certainly happier when he leaves it. I have not seen the addresses by Miss Carpenter on which the article on the Scotch newspaper is founded. It is probable that the original narrative scarcely justified the highly-colored commentary.

No. 56.—FEBRUARY 15, 1868.

On the retention of the License Tax as a source of Imperial Revenue.

I concur with the opinion expressed by Mr. Arbuthnot that, in transmitting the present correspondence to the Supreme Government, it would be desirable to convey the opinion that if the License tax is to be perpetuated as an imperial impost, it ought to be remodelled so as to admit a greater number of rates, and thus make it more tolerable to the poorer classes.

2. I would, however, press most strongly on the Government of India that it is expedient to relinquish the tax entirely as an imperial impost, and give it up to the Provincial Governments for local objects. It is levied already in many of the Madras Municipalities, and might be introduced on a very moderate scale into the country districts with the greatest benefit, where it might be appropriated to the construction and maintenance of the Subsidiary Jails and the Dispensaries, as well as to the sanitary improvements in the villages and smaller towns, which are so much needed.

3. Mr. Arbuthnot has brought forward, in connexion with this subject, his views for a retrenchment in the Military Establishment of the Presidency. I agree with him generally as to the practicability of considerable savings under this head, but I reserve the fuller expression of my sentiments on this subject for a future occasion, as I learn that it is the intention of my Colleague to submit a complete expression of his opinion on the reduction of the Madras Army in a separate Minute.

4. Mr. Arbutnot has proposed the constitution of a new agency, with the view of restraining that tendency to an increased expenditure in all the branches of the public service, of which it is impossible to deny the existence. I cannot, as at present advised, concur in this project. I consider that the Council is competent to exercise the necessary scrutiny on all proposals involving an increase of disbursements. Fully recognizing the expediency of a strict economy, and lamenting the necessity under which we constantly find ourselves of sanctioning additional charges, I fear that no considerable reductions can be effected in any quarter except in the Army, and to that question I am ready to give my best attention when it is formally raised.

No. 57.—FEBRUARY 15, 1868.

On Mr. Massey's proposals for the decentralization of Indian Finance.

Two systems of financial administration are applicable to India, and each has its advantages, the Imperial system and the Federal system.

Under the Imperial system, which at present exists, the great bulk of the revenue of the country forms one general fund from which appropriations are made for expenditure in the several presidencies and provinces under the sanction of the Supreme Government, appropriations regulated by a view of the necessities of the several provinces and the general interests of the State. This system does not, however, exclude local taxes raised both in the municipalities and rural districts which are not carried to the general fund, but which are strictly disbursed for local purposes within the limits in which they are exacted.

Under the Federal system we may presume that each presidency, or province, would tax itself according to its sense of public expediency, with or without the sanction of the Supreme Government. The bulk of the provincial taxation would be retained within the limits of the province, which would form a kind of separate State, while a stipulated sum would be remitted to the central authority for Federal establishments and purposes. The claims of the Federal authority might either be secured by appropriating to them the proceeds of certain particular taxes—as in the United States of America, or by a fixed subsidy in time of peace derived from the general revenues of the province.

Under this system local taxation for local purposes might also continue to exist as at present.

2. Both systems involve the existence of a supreme or Federal authority in some form or other.

In connexion with the Imperial system of finance, the supreme authority necessarily possesses a great degree of legislative and administrative control, exerted with greater or less stringency according to the character and policy of the agents employed in the Provincial and Imperial Governments.

In connexion with the Federal system of finance, the authority and control of the Federal Magistrate or Council would be, in all probability, materially relaxed, and an increasing latitude would be allowed to the Provincial Governments.

3. The advantages attached to the centralization of Indian finance, and to the political control exercised in connexion with it, appear to me to be comprised under the following heads:—

(1.) The system exists, and has long existed. The inconveniences attached to it are known; they are not oppressive, they are diminishing; they might be entirely redressed by inquiry, by regulation, by moderation, and discretion on the part of those in power. The prevalence of British authority over the whole peninsula; its increasing ascendancy in the few remaining Native States; the maintenance of a lasting peace; the development of rapid communication by land and sea; the creation of great public works of common utility by Imperial loans; the obliteration of local prejudices; the better constitution of the Supreme Government itself, all tend to render the existing system of centralized government more tolerable and useful, and to place it in harmony with the natural order of things, and with the requirements of the age. To alter the present order of Government now might be to alter what is just becoming appropriate. To introduce the Federal system might prove to be reactionary, and contrary to natural tendencies. It might result in inconveniences which we cannot measure, which we cannot foretell.

(2.) The Imperial system of finance, with its attendant political features, constitutes a splendid and powerful central government wielding all the resources and all the prestige of India—a central government imposing to the Native States, which can overshadow them, which can be generous to them, which can overawe the hostile or doubtful independent powers on the north, which could meet Russia itself on equal terms of dignity and strength. I doubt whether the Supreme Government would maintain the same ascendancy if it became the pensioner of the Provincial Governments.

(3.) Placed at the head of the revenues and power of the whole of India the Supreme Government possesses a degree of credit in the English money market about equal to that of France, or the United States of America, superior to that of Russia. India can borrow at five per cent. at par. It may be doubted whether India, with a disintegrated revenue, would maintain the same high position. The Federal Government would not borrow on the same terms as the Supreme Government; nor would the Provincial Governments borrow on the same terms. Indeed it may be questioned whether they ought to be allowed to borrow at all.

(4.) One of the objects of the English Government is to inspire native capitalists with confidence in the stability of our financial institutions, to induce them to invest their wealth in Indian securities and in Indian guaranteed public works. This object is being gradually and securely attained under the Imperial system of finance. But would Indian capitalists have the same confidence in a Federal Government, with a Federal revenue eliminated from the revenues of the Provincial States, as they have in a central government with a general revenue? Would the paper currency of a Federal Government, with its diminished functions and resources, command the same confidence among the masses, as the paper currency of the Supreme Government? I doubt it. The solvency and resources of the Federal Government might be essentially as substantial; but appearances would be against it, and the masses would be affected by appearances.

(5.) The Supreme Government of India, with its centralized revenues and authority, fitly represents the Majesty of the British Sovereign, and fills the place, in the imagination of the Hindu and Mussulman nations, which was formerly occupied by the Emperor of Delhi. There is a sovereign autocratic idea attached to the Supreme Government which is congenial to the oriental mind, and which

maintains the traditions of respect and submission. But if the constitution of the Supreme Government was rashly tampered with, if it was deprived of the purse and of the power which belongs to the purse, would not the veneration which is now associated with this depository of the authority of the distant sovereign be gradually impaired? I think it would, and neither the Federal Government, nor the Provincial Governments, would ever command the same veneration.

(6.) The Supreme Government, disposing of the financial resources of the whole of India, can carry those resources at once where they are most needed. There are objects which have a truly national importance, though they may appear chiefly beneficial to a particular district. There may be evils, necessities, and dangers in particular districts, which it is the duty of the Supreme Government to correct and remedy at the charge of the whole. The creation or improvement of a port may have a national importance, though the expenditure on it may appear unfairly beneficial to a particular locality. A road, a canal, a railway from a cotton district, or a coffee district, or a tea district, may have a vital significance for the whole people and commerce of India, and yet the expenditure on such a work may be out of all proportion to the present revenue of the district which it is destined to develop. A Military railway to the north-west frontier is as necessary to Madras and Burmah as to the Punjaub, though Madras and Burmah will never see it, nor profit directly by sixpence of the money expended on it; or the Supreme Government may find it necessary to lay out, for moral and social purposes, larger sums on recently conquered, savage, or dissatisfied provinces than the revenues of those provinces would seem to warrant in order to remove causes of disturbance or danger, and to force those provinces into some degree of harmony with the long-settled, pacified, reclaimed portions of the empire. An excess of expenditure during years for police, prisons, and schools in Oude, or in Scinde, or in the Punjaub, compared with Bengal, or Madras, or Bombay, might be patriotic and justifiable. The old provinces of the empire conquer the new provinces. The old are bound in honor and duty to civilize what they conquer. We have no right to annex a country and then throw it on its own resources. Conquest has its duties as well as its rights. I venture to demur to the policy of those who would restrict the benefits of the Supreme Government to its receipts, and who would measure out, in a parochial spirit, to every province appropriations proportioned to its specific returns. On the contrary, it ought to be a satisfaction to the rich to help the poor; to the old to protect the young; to the good to improve the bad; for thus all can co-operate in building up the glorious fabric of a united India. Such duties can only be performed, such ends can only be attained by a Central Government disposing of the financial resources of a whole empire, and animated by a higher law than the nice computations of a provincial Revenue Board.

(7.) The Imperial Government in its present form, and with its present resources, maintains a certain uniformity in the development of English institutions in India, which, without this controlling power, might run into great divergencies and contradictions in the several provinces, both in regard to constitution and to cost.

(8.) In the preceding paragraphs I have indicated the advantages belonging to a centralized finance in time of peace. It would be superfluous to contend for the superiority of this system in the event of war. The Supreme Government

having all the resources and disbursements of the empire under its control can now instantly stimulate every source of income, close every avenue of outlay, and concentrate all its expenditure on the capital object at stake—the energetic prosecution of hostilities. Under the Federal system it would be necessary to deal with lukewarm, reluctant, hesitating, or even hostile interests perhaps not directly concerned in the struggle, or convinced of its necessity, and solicitous for exoneration or delay.

4. In these reflections I have assumed that, if the finances of India were decentralized, the governing power would be decentralized also. But it may be contended that the power of the Supreme Government might be preserved, that it might still remain the supreme controlling, counselling, regulating authority, though deprived of its financial autocracy and placed upon an allowance. I do not believe that would be possible. If the Provincial Governments acquired the right of raising their own revenues, and of distributing and applying those revenues, they would have an irresistible claim to mould their institutions to suit their expenditure. Indeed the money would not be worth having without the power, the responsibility, and the credit of an independent administration.

5. If we turn to the alternative of a Federal system of finance, attended with a considerable modification of the present power of Imperial management and control, no doubt considerable benefits to the several presidencies and provinces are apparent.

(1.) Under the Federal system, the Provincial Governments would be interested in raising as large a revenue as could be taken consistently with the welfare of the country, and in spending it as economically as possible. At present, under the system of an Imperial revenue, the Provincial Governments, unless acting under conscientious motives (which I trust guide our proceedings here), might be disposed to raise as little as possible, while they might endeavour to obtain as much as possible from the general fund. Nor are the Provincial Governments as deeply concerned in economizing now as it would be in a position of independence, for what they economize reverts to the Imperial treasury.

(2.) Under the Federal system, the Provincial Governments would act with more reflection and more energy in the prosecution of public improvements both of a social and material character. Their plans for the public good would not be checked or overturned by a distant authority; their responsibility would not be divided; their credit would not be shared; and the financial results of their deliberations and labors would be retained in the country, and would be returned to the sources in which they originated.

(3.) The Provincial Governments would be protected against the mistakes and delays which may be contingent on the interference of an examining and controlling power overburdened with work, and incapable of dealing with local details far beyond the sphere of its actual knowledge and observation.

(4.) The burden of taxation would be more willingly borne by the people of the presidency or province, who would feel that, with the exception of a stated sum subscribed for Federal purposes, the whole revenue of the province would be retained in the territory for its exclusive benefit.

6. From the remarks which I have submitted it may be inferred that, in my opinion, the present system of centralized finance with the present centralized

authority are most advantageous to India at large, and to the consolidation of the British power, but that the Federal system would be most beneficial to the old provinces and especially to Madras. I lean, myself, but with no very fixed determination, to the former alternative, and if financial and administrative independence was offered to-morrow to this presidency in connexion with a Federal constitution, I think that this Government would act with superior wisdom in declining it. I am prepared, however, of course, to meet with a great divergency of opinion on the subject, and for the purposes of the present discussion it is right that I should bring the specific measure suggested by Mr. Massey under consideration. Is it then a good measure in itself, and a good introduction to the decentralized or Federal system of finance? I am bound to say that I cannot answer either question in the affirmative. I do not think that the overture can be acceptable to this Government, and I do not think that this method is one by which the Federal system can be fairly and beneficially brought into operation.

7. Mr. Massey proposes to transfer to the Government of this Presidency certain branches or proportions of the Imperial revenue, and to transfer at the same time certain departments of the provincial administration and expenditure to which those revenues are to be applied.

Passing over charges of a trifling and miscellaneous character, which have no sensible interest for the Government or the country, the objects which Mr. Massey proposes to deliver over to our management with an assignment of money equivalent or approximatively equivalent to the existing annual appropriations are the following :—

Jails.

Police.

Public Works, excluding Irrigation Works.

Medical Service.

Leaving out certain sources of insignificant amount, the revenues appropriated to these charges are the following :—

One-sixteenth gross Land revenue.

One-quarter Income tax.

One-quarter License tax.

Law and Justice.

8. Two of the branches of administration assigned are of such a character that they could only be assumed by the Provincial Government in connexion with revenues of a very expansive character.

9. The Jail system of the Presidency is in a state of transition and development; all the Subsidiary Jails and Lock-ups have to be reconstructed or remodelled at an estimated cost of about £150,000. Some of the District Jails must be rebuilt, and all must be enlarged and adapted to the purposes of improved discipline and labor. The Central Jails are not terminated, and when terminated they will probably have to be subjected to material alterations if the principles of European treatment and organization are to be introduced into this country. Juvenile reformatories have not yet been commenced.

10. The charge for Medical Service is in the same position as that for Jails. The native hospitals even at the Presidency are very imperfectly provided. In the provinces the dispensaries must, in my opinion, be in many respects altered

if they are to be reconciled to the habits of the people, and if they are to command popular sympathy. They must be multiplied and associated with agencies for teaching, as well as for healing, if they are to meet the necessities of the poor, and disseminate the benefits of European medical science.

We cannot accept such increasing charges without a better assurance of increasing means to meet them.

11. The Police is an establishment which has nearly assumed a normal shape and cost. The force will probably not be augmented. The pay of the men must be eventually raised in connexion with the rising value of provisions and remuneration of labor. The pay of the officers may perhaps have to be improved in order to secure a permanent staff of intelligent and irreproachable agents. But such augmentations may be gradual, and they may not be important. We could take over our Police expenditure with a fixed appropriation on the present basis; but it appears to me unimportant whether we receive that appropriation annually from an Imperial budget, or permanently from a specified branch of the Madras revenue.

12. The Public Works, exclusive of irrigation, might also be defrayed by a permanent appropriation estimated on the present rate of annual Imperial expenditure, for, though the present appropriation is incommensurate to the necessities of the Presidency, it will be relieved by the completion of the Wynaad roads which now weigh heavily on the budget, as well as by the development of the local road-cess. But here, again, I do not see what we gain by a permanent appropriation of provincial revenue. The Supreme Government will not deny us the same or a greater amount from Imperial sources.

13. No decentralization of Public Works expenditure, which does not include the management of irrigation works, can, in my opinion, have any considerable interest for the Madras Presidency.

14. I would positively decline to accept the Jails and the Medical Service on the terms proposed by Mr. Massey. The Police and Public Works are scarcely worth accepting in the form in which they are offered.

15. In these remarks I have assumed, that the branches of revenue which Mr. Massey proposes to resign are not susceptible of rapid or considerable development. I may add that one of them ought not to be parted with by the Supreme Government at all.

16. The land revenue has undoubtedly a tendency to increase; but if we regard the contemplated introduction of the new settlements in several districts, and the vicissitudes of the seasons, that increase may not be proximate, or stable. There may be, for instance, a diminution in the present year.

17. One quarter of the Income tax is a visionary provision. The Income tax is not imposed, and, in my humble judgment, ought not to be imposed except in case of war, or in the event of a great deficiency of revenue from opium, or in some necessity more clearly proved than we have before us at present.

18. The license tax should be abandoned altogether by the Supreme Government in favor of the municipalities and for local purposes in the rural districts.

19. The receipts under the head of Law and Justice are more likely to diminish than to expand.

20. Having thus briefly stated the grounds for my opinion that the proposals of Mr. Massey are not in themselves acceptable, I may be permitted to affirm that

proposals of this partial character are not the proper instrumentality by which a financial and political revolution should be inaugurated, and by which it can ever be fairly and justly accomplished.

Mr. Massey has framed a tentative memorandum. The Secretary for the Financial Department has written a hesitating letter. Behind the public scene we see the forms of others dimly who impel and agitate. The Viceroy gravely deprecates the innovations projected by his subordinates. The Secretary of State for India has made no sign of acquiescence, or disapproval.

I respectfully submit that all this is not quite regular or right. If Her Majesty's Government and the Government of India determine, on sufficient deliberation, that it is desirable to decentralize the financial, and consequently, in my humble judgment, the political administration of India, and to introduce the Federal constitution in lieu of an Imperial power, would it not be better that the several presidencies, or provinces, should be called upon seriously to co-operate in framing provisions for that purpose, which might be submitted to Her Majesty's Government. To attempt such a work by written correspondence would probably be an interminable labor. Nothing less than a congress of delegates could effect it. To such consequences, I might say to such extremities, any serious disturbance of the present financial constitution must eventually lead. Under these impressions I conceive that Her Majesty's Government and the Supreme Government would do much better to look the whole question in the face broadly, in all its magnitude, than to suffer inconclusive overtures to be circulated by subordinate authorities, however able and respectable. Such overtures must necessarily provoke controversies and counter-suggestions without end from every Provincial Government, and from every administrative department and authoritative functionary in each Provincial Government, resulting in a mass of conflicting statement and advice, which can scarcely become the basis of an equitable and acceptable resolution in the Supreme Council. A conference of the best intellects in India would digest some practical proposal, or explode the scheme altogether.

21. In the report from the Board of Revenue, which accompanies these papers, I find the following passage:—"Any change in such a system can hardly fail of being an improvement, and the voluntary and extensive abnegation now proffered by the Supreme Government of a control which it cannot exercise with efficiency, and which becomes more injurious the more energetically it is exercised, must be regarded with the utmost satisfaction by all who take an interest in the welfare of the empire."

I regret that the Board of Revenue has affirmed this opinion in a manner so dogmatic. I feel that, in their opinion, I am excluded from the number of those "who take an interest in the welfare of the empire," for I do not see any necessity for the abnegation of the Supreme Government, and I have not observed that their control has been exerted to the prejudice of this Presidency.

I have now had the honor of being charged with this Government for two years, and I have not been an uninterested spectator of the progress of public works with their ornaments and benefits. I am enabled, therefore, to express a deliberate judgment that the intervention of the Supreme Government has never, in my experience, been vexatious or unreasonable. I do not remember any good undertaking which has been frustrated by this power which, in the imagination of some, is so malignant. The Supreme Government, as at present administered,

appears to me to be a forbearing and impartial authority. Only two cases of any importance occur to me at this moment in which the Government of India has interfered to arrest or modify the resolutions of the Government of Madras. One occurred in connexion with the Lawrence Asylum works, the other in connexion with the Irrigation works under the Pennair anicut in the district of Nellore. In the first case the Supreme Government were, in my opinion, right; in the second, their objections were not unnatural, those objections being productive of no bad consequences, and they have already yielded to the explanations of this Government. The Public Works of Madras are not impeded by the interference of the Supreme Government. They are impeded by want of funds and want of Engineers.

22. If the present proposals of Mr. Massey should be withdrawn it may be asked whether there is no provision for local works and interests which I would recommend for the advantage of the Presidency. My reply to this question may be found embodied on various occasions elsewhere. There are two agencies in activity, which are destined gradually to work out the most important ameliorations in this country, municipal taxation and the local road-cess. To these sources of local revenue and improvement I would add two more.

(1.) The levy of a tax on trades and professions in the country districts which should be applied to Subsidiary Jails, Dispensaries, and sanitary improvements.

(2.) The imposition of an additional five per cent. on the assessment of wet lands to be applied to irrigation repairs in conjunction with five per cent. to be reserved for the existing revenue, making ten per cent. in all to be used locally under the direction of the Revenue officers, or, in conjunction with them, by the officers of the Department of Public Works.

23. These proposals would imply the relinquishment of the license tax on trades and professions by the Supreme Government in favor of strictly local objects, a concession which, in my humble judgment, they might judiciously make, the tax being already extensively levied for municipal purposes.

24. With the provisions which I have indicated I think that the local necessities of the Presidency would be sufficiently guaranteed, and that the Imperial revenue and control might be safely left intact.

25. The various proposals which have been made, pointing to increased local taxation on the disintegration of the Imperial revenue with specific transfers and appropriations, have no doubt originated in the insufficiency of the general public revenues of India to meet the constantly increasing charges for the public service in all its branches. If this be true, it behoves us surely to inquire most seriously whether a vigorous well-considered effort has been made to reduce expenditure. In the Madras Presidency it is my opinion that the cost of the Army far transcends the wants of the country, and that retrenchments on this head might be made which would not be contemptible even with reference to the Imperial deficit. The question will be brought forward hereafter with due deliberation by one of my colleagues, and every disposition will be manifested by this Government to sift the matter to the bottom as far as our establishments are concerned. I cannot disguise my impression that a movement in the same direction in other parts of India might produce valuable results, especially if the inquiry was conducted by an independent English agency.

26. In returning a reply to the Government of India with reference to the

proposals of Mr. Massey, the Minutes of the Members of Government and the various reports furnished by the several officers to whom this question has been referred will be transmitted. Some diversity of opinion will no doubt be discovered, and it may not be easy to bring the sentiments of the Members of Council into harmony except in simply declining the specific overtures now before us. We can scarcely hope to concur in a counter-proposal. I would, therefore, advise that an answer be framed to the effect that this Government are of opinion that the measures brought under their consideration are of too partial and inconclusive a character to justify a disturbance of the present system of financial administration.

No. 58.—FEBRUARY 16, 1868.

On the proposed reduction of the number of the Civilian Judges of the High Court.

The opinions transmitted by the Acting Registrar of the High Court, deprecating the reduction of the number of Judges, have failed to convince me that the business of the High Court might not be efficiently transacted by four Judges instead of five. If Her Majesty's Government and the Government of India attach any importance to the financial saving which would be effected by the contemplated measure, I am constrained to avow my opinion that it may be carried out without any serious prejudice to the public welfare, though, no doubt, it would involve some curtailment of the hours which the Judges may at present be enabled to devote to rest and to study—objects unquestionably of no slight importance if we regard the climate of India and the interests committed to the charge of these eminent functionaries.

While I would acquiesce, though not without some hesitation and reluctance, in a decision involving a simple reduction of the number of Judges, I venture to express a preference for the alternative scheme, which originated, I believe, with Sir Thomas Pycroft, and which is now submitted by Mr. Arbuthnot, a scheme, for which I have conceived a decided partiality from consultation with those whose opinions on such a subject must have a much higher value than my own.

Mr. Arbuthnot advocates the reduction of the original functions of the High Court, which would become exclusively an appellate tribunal composed of three Judges. He would consolidate the present territorial jurisdiction of the High Court with the adjacent District of Chingleput, and commit the discharge of all the duties now performed by the High Court on its Original Side, as well as the duties performed by the Civil and Sessions Judge of Chingleput, to a new Court composed of two Civil and Sessions Judges.

The result of this measure would be to suppress the ancient jurisdiction of the High Court, and to place the capital on the same footing as the other municipalities of the Presidency. I think the time has come when such a measure might most properly be embraced. At a former period, when the personal and commercial interests of Englishmen were nearly restricted to the capital, it seemed natural that the capital should be provided with a peculiar jurisdiction. Madras was a sort of "English pale," and its institutions were adapted to its exceptional condition. At present, the residence and the interests of Englishmen are widely diffused over the provinces and out-ports. That improved justice which serves our countrymen in the Wynaad, on the Neilgherries, at Calicut, at

Cocanada, at Negapatam, may surely serve them at Madras; and the ability which enables our Civil and Sessions Judges to deal with the intricate questions of property and commerce which arise in the Mofussil would not fail them in reference to similar questions originating in the Presidency city. I cannot help entertaining the impression that the original jurisdiction of the High Court is a relic of bygone times, which it is not desirable to perpetuate in the interest of the community; while in the face of high authority, and the example of other countries, I am not prepared to admit that the exercise of the judicial faculty in original suits is necessary to maintain the intellectual efficiency of the Judge.

I have not thought it necessary to advocate these views at greater length, because I find my sentiments exactly expressed in the Minute framed by Mr. Arbuthnot.

I concur with both my colleagues in thinking that, pending the decision of Her Majesty's Government, it will not be desirable to fill up any vacancy that may occur in the High Court so as to make up the number of Judges to five.

No. 59.—MARCH 18, 1868.

On the desirability of erecting a separate Military Hospital for European Troops and the selection of a site.

It is obvious that the present General Hospital does not afford sufficient accommodation for all the classes of sick which it is destined to accommodate, or which it ought to accommodate, and I believe, I may add, that it does not afford room even for the numbers who would resort to it if more space was available. We have been under the necessity of establishing a separate Female Hospital for all classes of women—Europeans, East Indians, and Natives. We are paying rent for a building employed as a hospital for diseases of the eye. In the General Hospital, as it now stands, there is little proper accommodation for European patients of a superior class, and none at all for Natives of the better castes. In fact, the building is neither by its dimensions nor its distribution adapted for all the purposes to which it is devoted. This is allowed on all hands. The question at issue is, what class can most properly be eliminated and provided with another lodging, the Civil or the Military, the European or the Native.

2. I think that the hospital for the European Troops is the department which ought to be removed and placed elsewhere for the following reasons:—

I. Without the troops, the General Hospital building would be large enough for all Civil purposes, European and Native, except for the Lock Hospital and Lying-in Hospital, which must always be kept apart.

II. Without the Civil Departments, the General Hospital building would be far too large for the European Troops.

III. For special purposes of organization and discipline, it is desirable that a Military Hospital should be a separate institution.

IV. The General Hospital is not in a very healthy situation. It is too large and valuable a building to be abandoned; but, if it is necessary to take any particular class of sick out of it, it seems most reasonable to give the benefit of a better site and air to the European troops, who are so valuable to Government, and who may be more affected by the local insalubrity than the East Indian or Native classes.

V. The European Troops are at present lodged at the expense of the Civil Department. If a new hospital must be built on account of the space occupied by the English Regiment, it appears only equitable that the expenditure should fall on the Military budget, and not on the budget of Public Works.

3. If the preceding reflections are well founded, the Government will probably decide definitively in principle that a separate Military Hospital for the European Troops shall be erected, and the selection of a site is the first step towards the realization of the project.

4. A committee formerly appointed for the investigation of this question recommended the triangular piece of ground on the esplanade behind Sir T. Munro's Statue. That decision was not acceptable to the Commander-in-Chief, and it appears certainly open to some objections. It involves at least the removal of the burying grounds, an expensive and important undertaking. I think that the subject may properly be reconsidered.

5. I would accept the committee now recommended by the Commander-in-Chief to be composed of Colonel Carpendale, Deputy Inspector-General Barclay, and the Sanitary Commissioner. I would leave the whole question open to their inquiries, but I would point their attention particularly to the old Chepauk Palace, which might, in my humble judgment, be so altered and enlarged as to be adapted to the purpose under consideration. The adoption of this plan would ensure the complete reformation of that locality, which is encumbered and disfigured by petty unsightly and semi-ruinous buildings. A new college for Civil Engineers would have to be erected, and an excellent site for that building is close at hand, in front of the house now occupied by Captain Edgcome.

6. The proposal to form a sanitarium at Ennore for convalescents for the Military Hospital in lieu of the establishment at Poonamallee is, I think, an excellent one, and I am ready to give it at the proper time all my support, but it will, I think, be prudent to treat the questions separately, and to confine our present inquiry to the construction of a new hospital for European Soldiers. The question of a sea sanitarium may be renewed hereafter. With a hill sanitarium at Wellington and a sea sanitarium at Ennore this Presidency would be provided with all the means in their best power for the maintenance of the health of its English garrison.

No. 60.—MARCH 25, 1868.

Proposing certain arrangements for the improvement of the Cottages erected for the Warrant Officers attached to the Arsenal.

I had this morning the satisfaction of seeing the new cottages on the esplanade ready for the reception of the Warrant Officers attached to the Arsenal.

Lieutenant Sanderson, on whom has devolved the duty of settling the families in their new dwellings, has informed me that the benefit of these houses, so liberally provided by Government, is highly appreciated by the men, and that he has received numerous applications.

The cottages appear to me to be most commodious, but there are still some points to which I think it desirable that the attention of the Engineer officer in charge should be called:—

(1.) There is no provision for drainage from the bath-rooms whatever. The water will merely run out on the ground at the back of the houses.

(2.) Trees for shade, not Casuarinas, should be planted to the south of the houses with due care, seedlings being provided if possible, and they should be well fenced. I would advise the use of the Peepul tree.

(3.) A fence ought to be erected along the back of the row of new buildings to divide them from the road, access being provided for the Native population to the wells.

(4.) Pipes should be laid at once for the distribution of the Seven Wells water from the main pipe at no great distance.

No. 61.—MARCH 26, 1868.

Commenting on the internal arrangements of the General Hospital.

I circulated a Minute a few days since, advocating the nomination of a committee, proposed by the Commander-in-Chief, for the selection of a site for a new Military Hospital. Since I submitted my views on this subject to my colleagues I have inspected the General Hospital in company with General McCleverty, and the sentiments which I had previously expressed have been confirmed by what I there witnessed.

2. In the Civil department of the Hospital 245 East Indians, Europeans, and Natives were placed in wards of which, the regular allotment would be 176. On several occasions it has been impossible to receive native male patients, and the Inspector-General informed me that if the whole hospital was devoted to civil patients "he could fill it in a moment."

In the Civil Female Hospital the Medical Officer in charge had been "repeatedly obliged to refuse both Europeans and Natives."

In fact the native female department at the General Hospital can hardly be said to exist, while the female department for Europeans and Eurasians is most unsatisfactory and inadequate.

3. On the other hand, both in the male and female departments of the Military Hospital, there was a good deal of spare room, but that room cannot, of course, be devoted to civil patients, as the two classes of Military and Civil are permanently divided off.

4. I may say in general that there has been, during the past year, a great improvement in the general appearance and furniture of both departments of the General Hospital, Military and Civil, owing to the completion of the latrines and bathing rooms, and to the supply of various articles and apparatus which were wanting before. The completion of the new cook-house, dead-house, and other subsidiary buildings, the growth and good order of the gardens, and the removal of the native houses in front of the hospital, all combine to make the external aspect of the place much more cheerful. But there are some defects or desiderata which I think it my duty to notice.

5. In the Military department the bedding seemed to be very much stained and torn, and the unoccupied beds, or at least several of them, were swarming with insects which are said to be young cockroaches. These insects are said to devour the bugs and to avoid the beds which are occupied by patients. I cannot, however, help thinking that the bedding ought not to be so dilapidated, and that there ought to be neither cockroaches nor bugs in the wards. The Medical

officer in charge informed me that it was his intention to address a requisition for new covers for the mattresses at once. It appears that the stuff is very rapidly consumed by contact with iron bars of the bedsteads, which, though painted with oil color, continue to rust. It might be worth considering whether a stouter kind of canvas might not be procured for the mattresses, and whether tar might not be substituted for oil paint.

6. A drain has been formed all round the basement of the hospital buildings to carry off superficial water. It has already been reported to Government that this drain is not working satisfactorily. I can bear testimony to the fact that the water is motionless. It lies and stagnates there to the dissatisfaction of the Medical officers and, as it appears to me, to the confusion of the officer who executed the work.

7. There is a great hole in the compound which was dug with a view to the formation of a cistern which has since been abandoned. This hole is an unsightly object; the Department of Public Works ought to fill it up again without delay.

8. There is a wall running along the boundary of the compound between the hospital and the Medical College. This wall is no longer necessary, the true fence being an iron railing a little outside of it. The wall has long been condemned, and should be removed at once. It is useless, unsightly, and impedes access.

9. I found a universal concurrence among the Medical officers, both Civil and Military, in the opinion that no permanent satisfactory arrangement could be made until the Military and Civil departments were accommodated in separate buildings, and that the Military department was the proper one to be placed elsewhere.

10. I was happy to learn from Dr. Mackenzie that such good progress is being made in the building in Black Town, destined for a Lock Hospital, that in little more than a month the female venereal cases may be moved there from Vepery. When this is effected the European and Native women will go from the General Civil Hospital to Vepery, where a convenient and respectable Female Hospital will be formed.

11. I was happy to find the Medical officers in both departments engaged in forming or improving Hospital Libraries for the use of the sick, and I think that on being applied to Government might very properly supplement their kind exertions in this respect.

No. 62—MARCH 26, 1868.

Advocating compliance with an application for aid to certain Roman Catholic Female Schools in the Trichinopoly and Tanjore Districts.

The Roman Catholics, who form so considerable an element in the population of the coast districts in this Presidency, as well as in some parts of the interior, are generally in a very poor, ignorant, and distressed position. It may be affirmed that, compared with the Hindus and Protestant natives, they were for some time stationary or retrogressive. There seems, however, to be a dawn of a better condition of things. The Vicars Apostolic and the subordinate Clergy associated with the Propaganda, and even those connected with Goa, are beginning

to bestir themselves in the cause of education both of a scholastic and industrial character. I think that these efforts deserve the indulgent consideration of Government, and that we should help them on by every means consistent with existing regulations, and with the true interests of the cause which we have at heart. We have to do with a native population of six or seven hundred thousand souls, of ancient or recent conversion, which, if properly managed, might, in my opinion, as in the case of the Native Protestant Christians, afford the English Government in India a valuable element of stability and strength.

2. Unfortunately the resources of the Roman Catholics, though administered I do not doubt with the greatest economy and self-denial by their priests, are out of all proportion with the great field of educational labor that lies before them.

3. The Native Christian population of the country affords an excellent theatre for the propagation of female education, which attracts so much attention at this moment. In this population, purely native by extraction and language but European by religion, the prepossessions against female education are much feebler than among the Mussulmans and Hindus. They will accept female education, and their example will accredit it and recommend it among the heathen. The Protestant missionaries have in their wives and daughters, and in the ladies who have come to this country and associated themselves spontaneously with missionary and educational work, most valuable agents for the spread of knowledge and civilization. The Roman Catholics possess an agency of less freedom and culture, but of more stability and systematic devotion in their religious orders. I would assist both as much as possible.

4. In connexion with the action of the Roman Catholic Church there must be nuns, and the religious houses will be recruited from the mixed and native population. It is, in my opinion, most desirable that a practical character should be given to these institutions from the beginning; that the religious women should be nurses and teachers not merely pious recluses or idle recluses. With a view to the poverty of the Roman Catholic Clergy and people, and the slender means which they draw from Europe, I would co-operate with them for this purpose while they show, as they now do, a hearty desire to enter upon an active useful course conformable, as far as is consistent with their system, to the policy of Government and the practice of the other religious bodies.

5. With these sentiments, I have read the report of Mr. Caldwell with some disappointment. It appears that the standard of proficiency both in the teachers and scholars of the schools set on foot by the Reverend Mr. Dupuis in the Districts of Tanjore and Trichinopoly is extremely low. The instruction is very elementary and the organization defective. Little is taught, and that little is not taught well. The grant-in-aid system, however flexible and indulgent, especially in regard to female schools, is still co-operative; it presupposes some merit, some value, some ascertained success on the part of those whom it is intended to relieve and aid. This condition hardly appears to be fulfilled by the schools in question. Even if the Government were disposed to stretch their benevolence to the utmost, and to come to the aid of these infant attempts, might they not defeat their own object? Might not assistance prematurely given cause the Roman Catholic Clergy to relax their efforts for improvement? Would it not be wiser to withhold assistance, even in the interest of the schools themselves, until we have better guarantees of their permanence and usefulness; would not this

severity stimulate the founders of these schools to use every exertion for the better education of the teachers and the taught?

6. I cannot be surprised if my colleagues adhere to this view, and decline the desired assistance till the schools have proved that they deserve it. Nevertheless, on the whole I think it would be better to treat this as a very special case, and in consideration of the exertions of Father Dupuis, and of the great eventual interest at stake, to grant him a portion of the slight aid which he solicits, subject to reconsideration at the end of a year. I know him personally; I cannot doubt his sincerity and zeal; I believe that the countenance of Government thus afforded would give him great encouragement. He would not go to sleep upon it, but work to deserve it better. If this did not prove to be the case, the assistance would be withdrawn at the termination of the probationary period.

7. My proposal would be to act as follows:—

(1.) I would grant in each of the schools Rupees 4 per mensem to each of two teachers, making Rupees 8 per mensem to each school, subject to reconsideration at the end of one year.

(2.) I would sanction a moderate grant for school books, and call upon Father Dupuis to give in a list of the books he requires.

(3.) I would give a rent grant of Rupees 12 for the projected school at Combaconum, and state that at the end of two years, if the school was found to have been managed in a satisfactory manner, the Government would co-operate in the construction of a building separate from the convent or dwelling of the religious women.

8. In communicating to Father Dupuis Mr. Caldwell's report, I would omit the 20th paragraph in which I do not entirely concur. I do not think that *one* or *two* schoolmistresses would be sufficient for a "flourishing school," and I do not see the necessity for insisting on the "*separation*" of the teachers from the other nuns, though I think the school buildings ought to be as little associated externally and visibly with the convent as possible.

No. 63.—MARCH 23, 1868.

On the separation of the Neilgherry Hills from the Coimbatore Collectorate and the consolidation of all the Administrative, Revenue, and Judicial functions under one Officer.

The object of the Draft Act, which is circulated by Mr. Arbuthnot, has my hearty concurrence. The Government is already pledged to the principle of the measure, and the provisions of the proposed Bill appear to me to meet the requirements of the case. I think that the Bill may be introduced into the Legislative Council with the concurrence of Government.

2. The separation of the Neilgherry Hills from the District of Coimbatore, and the consolidation of all the administrative, revenue, and judicial functions in the hands of one officer, or under one officer is, in my humble judgment, a matter of the highest importance to the welfare of the Hill District, as well as to the inhabitants of the plains.

3. This Government has repeatedly affirmed the opinion that the occasional transaction of judicial business at Ootacamund by the Civil and Sessions Judge of Coimbatore would be an arrangement fraught with the greatest evils to all parties concerned. The transfer of the Civil and Sessions Court to Ootacamund

would undoubtedly delay and disturb the course of justice in the important district below the hills, and would afford no satisfaction above. I fear that the attractions of the hills would be found to exercise an irresistible, though perhaps insensible, attraction on the judicial officer. In despite of good intentions on his own part, and of stringent resolutions and precautions on the part of Government, it may be apprehended that an undue share of time would be spent on the salubrious plateau. In that case the suitors at Coimbatore would have just cause of complaint. If, on the other hand, a Judge should be found of more than usual vigor or virtue, who would resist the seductions of the hills, the claims of the increasing European community on the hills would be imperfectly provided for. No one, I think, who knows the two interests at stake will affirm that practically the ends of justice at Coimbatore and at Ootacamund can be efficiently served by a single Judge. It is not in the nature of things or of men. A special Judge must, therefore, be retained at Ootacamund, but as Judge only he has not enough to do. He is indispensable, but he is unoccupied. He has idle time and a multiplicity of duties lie around him undone or imperfectly done, to which he cannot lay his hand. The object of the present measure is to enable the Judge to do those duties with benefit to Ootacamund, with benefit to Coimbatore, and without costing the Imperial Treasury one farthing.

4. The position of the Collector of Coimbatore, with reference to the hills, is a delicate and difficult one. He has the same propensity to ascend as the Judge would have, and it must be allowed, in justice to the Collector, that he has many motives of an official character which may detain him on the hills. The questions of Demarcation, Property, Forest Conservancy, Assessment, Municipal Conservancy, are all becoming more complicated and pressing as the English community increases, while the interests and persons concerned are of such a nature that they require to be regulated by a gentleman of experience and authority. No one but the Collector can exercise the necessary influence, and inspire the necessary respect. But the pains bestowed at Ootacamund are necessarily withdrawn from Coimbatore. The Collector will, I do not hesitate to say, find good reason for staying one-third of the year on the plateau, that is one-third of the year away from his most important duties. If the Collector fixed himself firmly in the plains, which is not probable, the affairs on the hills would stand still, or go into hopeless strife and disorder. The bad effects of this divided state are apparent at this moment. Though the late Collector, Mr. Grant, was more on the hills than the Government considered was right, the state of Ootacamund betrays many serious neglects, and calls for sustained and energetic intervention on the part of superior authority. I cannot affirm that the interests of the district below have been positively neglected (though I think there are evidences at Coimbatore of the want of a vigilant resident Collector,) but there is no doubt that the district is one which must always require a close personal superintendence, and that it is more than usually affected by the vicissitudes of the seasons.

5. In short, the Neilgherry region, with its sanitarium, European retreat, and planting enterprises, attached to an important native district, is a very exceptional and disturbing feature. It must be eliminated in justice to itself and to the native interests at stake. I see no other solution of the difficulty than the measure already sanctioned in principle by this Government and now presented in a practical form by Mr. Arbuthnot.

No. 64.—APRIL 1, 1868.

Upon the principle which should regulate appointments to Regimental Commands in the Native Army.

I do not think that the recent communication from the Government of India is sufficiently distinct, to enable His Excellency the Commander-in-Chief to take a decided and peremptory course in remedying the alleged injustice and loss inflicted on certain officers by the changes introduced in Regimental commands by the late Commander-in-Chief in April last, nor does it seem to me that the opinion held by General McCleverty, with reference to promotions to Regimental command in future, are such as will place him in harmony with the majority of the Council here. Any decided course of action at present on the part of this Government might bring it into collision either with the Supreme Government or with the India Office.

2. Without a deliberate and authoritative decision on the part of the Secretary of State, this controversy cannot be definitively closed. The claims of the officers "holding rank in the line and the old cadres" have been so ably advocated by Mr. Arbuthnot in his present Minute, and in the Memorandum submitted by him, when Chief Secretary, to the late Commander-in-Chief—a copy of which should be sent to the Secretary of State with these papers—that probably nothing more remains to be said on their side. The claims of officers to obtain Regimental commands in virtue of substantive rank have, on the other hand, been supported by the Commander-in-Chief. With this divergency of opinion between the highest Military authority in the Presidency and a Member of Council, who has devoted a special study to the question, and with instructions from the Government of India incomplete and obscure in themselves, and apparently not consistent with other instructions received at an earlier period, I see nothing for it but to invite the fiat of the Secretary of State with the least possible delay. I do not think it will be possible to frame a letter embodying an opinion in which the whole Council would really concur, so it will be expedient simply to submit the correspondence and Minutes.

3. In the meantime, the claims of officers to compensation will accumulate, which is a disadvantage, but greater disadvantages might be contingent on a precipitate course of action on the part of Government.

No. 65.—APRIL 17, 1868.

On a report from the Senior Medical Officer, Ootacamund, bringing to notice the unsatisfactory sanitary condition of that station.

I entirely concur in the views expressed by Mr. Arbuthnot. I think, before sanctioning any special grant, we ought to know exactly what has been done, and what has wilfully or carelessly been neglected by the Municipality. If it be necessary hereafter to grant a special sum for the sanitation of the *interior of the town*, such a grant must be accompanied by a vigorous exertion and self-sacrifice on the part of the people of the town, and if they will not tax themselves, and apply their taxation properly, I think that Government should exercise that power of intervention in raising and appropriating the Municipal taxation, which they

possess under the Act, with a view to the general importance of the place to the European community of India.

2. I have not, as yet, been prepared to go beyond the reclamation of the lake, the great outfall sewer, and a participation in the cost of bringing in the water from Snowdon. I think that the internal drainage and sanitation of the town should be done by the Municipality.

No. 66.—APRIL 5, 1868.

Advocating the erection of a Public Library in connexion with the Museum.

In a Minute, dated November 28th, 1867, I proposed that a public library should be erected in connexion with the new University buildings. It has since been represented to me by Mr. Arbuthnot that it might be more expedient to associate such an institution with the Museum than with the Senate House, and I cannot but admit that there are good reasons for this view of the question.

2. The projected site for the University buildings is no doubt convenient for a public library. It is quiet, healthy, cheerful, adjacent to two of the principal educational establishments, not remote from others, and accessible to the general public. A library in connexion with the Senate House must, however, be placed in some degree under the control of the University body, and we have no guarantee that their views and regulations would be conformable to the sentiments of the Government, or the general community. From such a combination embarrassments and controversies might arise, which it would be desirable to avoid. It may also be remarked that the library building, if placed in connexion with the new Senate House, must be made in harmony with a structure of an expensive and ornamental character. The site of the Museum, though not in all respects as convenient as that of the Senate House, is not objectionable; the Museum is under direct Government control, it is visited by a great number of persons, and the building is one which can be cheaply and easily added to. I think that the balance of advantages is on the site of the Museum, and there appears to be no other alternative. It would not be desirable to make a new building for the purpose indicated altogether separate and independent. A library ought to be associated with some place possessing already the motives and materials of study.

3. The motives for building a public library must, I presume, be apparent to all.

The Government is in possession of a very valuable collection of Oriental manuscripts, which it is desirable to lodge and preserve and make accessible to students.

Instructions have been received from the Supreme Government to the effect that copies of all works printed in the Presidency are to be registered and retained as public property.

There is already at the Museum the basis of a collection of works of a miscellaneous character, which it is very desirable to expand and improve in the general interest of letters.

The Government ought not, in my humble judgment, to be satisfied with accumulating the books which may be hereafter printed in the Presidency. The

collection ought also to have a retrospective character. A considerable bibliographical interest would be attached to a complete collection of the early works both in the Vernacular and Foreign languages published by the various Missionary bodies in the 16th and 17th centuries, as well as of those of a more recent date.

The books printed in past times in the Native languages by independent Native agencies would not fail to have some curiosity and value.

Many manuscript works, written on leaves which are now scattered throughout the country and exposed to carelessness and decay, would probably be brought in and saved, if there was a proper place and a proper authority for the reception of such objects.

The Government owe it to their own character as a civilized administration, and to the studious classes of the capital, to provide at least one place in which books of a solid and useful character generally, and especially such as have a particular interest for India, may be made continually and gratuitously accessible.

4. Under these impressions, I submit the following proposals:—

(1.) That Mr. Chisholm be instructed to prepare a design for an addition to the present Museum building, containing two large rooms for books, a room for manuscripts, two reading rooms, and two rooms for the accommodation of librarians.

(2.) That an appropriation be made of Rupees 250 per mensem from the present date for the purchase of books and manuscripts at the discretion of the Director of Public Instruction, until a responsible librarian shall be nominated.

No. 67.—APRIL 8, 1868.

On a Memorial from certain Members of the Civil Service, praying for an amendment of the Rules regulating Leave of Absence.

I approach the question of furlough with great hesitation. I must confess that to me it is chiefly a speculative one, and I shall regret to find that my speculation leads me to different conclusions from those adopted by my colleagues who can add a longer observation and personal experience to reason.

2. It seems to me that it is most desirable that the Members of the Indian Civil Service should have frequent, prolonged, and well remunerated periods of relaxation from active duty. I advocate this course in the interest of England, in the interest of India, and in justice to the Civil Servants themselves.

3. It is surely expedient that there should be a commerce of men and ideas between England and her vast possessions in the East. It is a common reproach that England does not care for India. The facilities of correspondence and travel, the expansion of Trade, Missionary enterprise, the discussions of Parliament, and the discussions of the Press will no doubt make Indian matters much more familiar to English ears than has hitherto been the case, but it would not be wise to undervalue the influence of personal intercourse. The incessant arrival in England of Indian Officials in the prime of life with all the energies of unimpaired health and intelligence, the mixture of such men in various classes of our society, and their access to men in office and men in Parliament, could not fail to attract the attention of Englishmen to Indian affairs. The emissaries of India to England should not be invalids and veterans only. We ought to see the best men in their best condition, not the weakest men in their worst condition.

4. If it be desirable, for the information and enlightenment of England, that it should be visited by Indian officials in their prime of life, how much more is it desirable that this should be the case for the benefit of India? The Civil Servant comes to India under high intellectual pressure. The last years of his boyhood, the first of his manhood, have been passed in a course of scholastic excitement and tension. The character is not formed; there is nothing stable or mature in his principles or opinions: he has seen little of men and much of books. Under the present system it is probable that in many cases he will be taken from a class in society which has none of the traditions or habits of authority. In every respect the Civil Servant on his arrival in India is in the gristle. In India the young Civilian will be much isolated from superior minds, from the social movement of the time, from libraries, from intellectual societies; he will be alone, and he will be first at a time when he ought to be in good company and last. If he has a good basis of character his conscience will no doubt be exercised and his intelligence will in many respects be invigorated, but he will require elevation, expansion, and regulation. He will remain excluded from a thousand influences and lights which pour insensibly into the mind on every side in great communities. Where is he to repair the defects of his education and of his life except at home? The Indian Civilian should go home before he is petrified in local notions and traditions, while he is still supple. A visit to England, a prolonged visit, before the age of thirty, will bring him into contact with all the science, all the generous aspirations, all the projects, wild or wise, of the age. It is the peculiarity of the English that they will impose all they believe and all they use on other nations. The Indian Civilian will survey the political and social fermentation without illusions, without the spirit of a partisan. He will assimilate something; he will be better able to analyse and adapt what is applicable to India than an Englishman bred exclusively in England would be. We may assume that every thing English will be tried in India. The question is, by whom? It is better surely that innovation should be imported by a mind already versed in India and matured in England than by a mind ignorant of India and heated with prevailing English notions, good or generous, at least for the most part, but perhaps in part, unsubstantial and transitory. The Indian Civilian will return to India with what is appropriate to India, and he will apply it with deliberation and indulgence.

5. But the gain to India must not be measured only by the new ideas and increased knowledge which the Civilian will acquire. India will profit by the general enlargement of the mind of its officials, by a certain elevation of tone and feeling, by a higher philosophy, by a renewed love of what is good and great. God forbid that I should undervalue the good which exists in the Civil Service. Many Civilians perform their duty and cherish the people committed to their charge in a spirit worthy of every commendation. But still, I think, there is a higher standard set up in England to which we may all repair, and by which we may measure ourselves with advantage. I have not served long in India, but I have served long in foreign Courts and countries, and I have felt the moral and intellectual benefit of going home.

6. India will, however, not benefit alone under an improved system of leave rules by an improvement in the knowledge and character of the Members of the Civil Service. There will also be a sensible gain in the maintenance of their bodily strength and health. The duties of a Revenue Officer involve a great

deal of physical exertion and the exercise of the mental faculties under many material inconveniences. It is impossible to over-rate the importance under these circumstances of freedom from pain, of serenity, of good animal spirits. But the climate produces depression and lassitude even in those who do not suffer from the formidable maladies of which India is the seat. It is to England that the Civilian should repair before his exhaustion becomes disease; it is from England that he will return replenished with the vigor and animation which are so essential to the performance of his duties.

7. It may be said that, after residence in England, the Civilian will become disgusted with the tedium and obscurity of an Indian career. In my humble judgment this will not often be so, and very rarely in the best characters. Some who are naturally careless and idle who take no hearty part in business and the country may be confirmed in their indifference, and continue to do their work mechanically, looking merely to the pension and the end. Such characters will not be improved by going to England certainly, nor will they be made much worse. Some there may also be of conspicuous ambition and ability and of high social connexions who may regret the loss of a greater scene of distinction and the sacrifice of pleasures which India never can afford. But I must believe that these sentiments will rarely be aroused, and that in natures really good they will not endure long. The danger in my mind is rather of an opposite character. I fear that the young Civilian on returning to England may not always find access to the description of society which would afford him that sort of interest and improvement which we desire. The class of young men who come to India under the competition system find a much more extensive theatre of distinction here, than they would at home. The young Civilian is a much greater man in India, than in England. In England he will generally be affected by a sense of his insignificance; he will find his true level, and feel that he is nothing. That may do him good and stimulate his efforts for self-improvement, but it will not make him unhappy on his return. He will return to a great scene of honorable and congenial labor, where he can do good and earn credit and fame. Besides, the new class of Civilians marry early and have quiet domestic habits. Their pleasures are circumscribed to their family and their house.

8. The life of an Indian Civilian is not so solitary, inaccessible, and cheerless as it was, yet still it is a hard and sometimes a dangerous life, passed at a great distance from home and country and dear and early associations. The men who devote themselves thus are worthy of the liberal consideration of the State. Their health, their tastes, their affections, and their amusements should not be neglected, and all are summed up in the word "furlough." In that they have their chief reward. A generous Government will let them go home, and make them easy and happy while they are there.

9. Such being my impressions in connexion with this subject, it would give me great pleasure if I could at once and entirely accede to the proposals embodied either in the Memorial presented by the Members of the Civil Service in Bengal or in that sent in by those of Madras. But I cannot conscientiously do so. I think that these Memorials go further than is necessary.

10. I agree with Mr. Arbuthnot that to grant every fifth year leave on furlough would be an excess of liberality. Four years' service followed by one year's leave on half pay would be more than enough. I apprehend that any opinion which can now be expressed by this Government will have no practical

effect on the decision of the Secretary of State, yet I think it right, as the question is officially before us, to place on record my sentiments in the following sense:—

(1.) I would abolish the distinction between leave on medical certificate and furlough leave, granting general leave with half salary not exceeding £1,200 per annum.

(2.) I would not grant any general leave or furlough till after eight years' service, when the applicant might take two years' leave.

(3.) After the first period of eight years the Civil Servant should be at liberty to take one year's leave at the end of every period of five years' service.

(4.) More than two years' leave should not be granted in one period except on medical certificate.

(5.) I would extend the period of one month's annual privilege leave to thirty-eight days, so as to enable by far the greater part of the Civil Servants of Government to enjoy a clear month in some hill sanitarium.

(6.) I would leave it open to Government to grant special leave in particular cases, the duration of such leave to count against the whole amount of general leave or furlough.

(7.) The amount of general leave or furlough including special leave not to exceed six years during the whole period of thirty-five years' service.

(8.) Appointments not to be vacated either on furlough or on special leave.

(9.) With reference to the manner in which leave taken under the old rules should count under the new rules, I would accept the proposal of the Madras Memorial to this effect—leave taken on furlough or on medical certificate without loss of office to count as if taken under the new rules; leave taken with loss of office to count as half time.

(10.) Salaries to be paid in England quarterly and in India monthly.

11. It only remains for me to notice one inconvenience which appears to be attached to the desired development of the furlough rules. I mean the increased number of acting appointments contingent on the contemplated changes.

12. I am very sensible of the evils which are attached to a want of stability in the personal management of districts, to frequent changes of men and consequent changes of opinion and system. The evil exists now. If it be aggravated by the measures we have in view, we must deplore this unhappy result. I think, however, that the advantages which I have endeavoured to indicate more than counterbalance an inconvenience which I acknowledge, and it must not be forgotten that, if the acting appointments become more numerous, they will also be retained for a greater length of time, and thus form a better school for the formation of the younger Members of the Civil Service.

No. 68.—APRIL 1868.

On the same subject.

I concur in the opinions expressed in the preceding Minute by Mr. Arbuthnot, except with reference to the amount of furlough to be granted to the Members of the Civil Service. I consider, as stated in my previous Minute, that one year after five years' service might be advantageously conceded. Annual privilege leave might be extended to six weeks, cumulative leave being

abolished. I think, however, that the *Memorial, addressed to this Government by the Members of the Madras Civil Service with the Minutes by the Members of Government, should be forwarded to the Secretary of State, as well as to the Supreme Government, though it is only in the latter quarter that the communication can have at present any practical effect.

No. 69.—APRIL 10, 1868.

On a communication from the Secretary of State respecting the measures which ought to be taken with a view to the apprehended scarcity in the Carnatic.

I circulate, for the information of my colleagues, a letter which I have received by the last Mail from Sir Stafford Northcote, with two letters and a memorandum from Sir A. Cotton, respecting the measures which, in the opinion of that officer, ought to be taken with a view to the apprehended famine or scarcity in the Carnatic.

2. These communications appear to me to be marked by all the ability and extravagance which characterize the productions of the eminent Engineer from whom they emanate. I need not submit my opinion, that it is unnecessary and impossible to undertake the stupendous works to which he alludes, for which no design or estimates exist, under the pressure of a necessity which has been exaggerated, and which may happily prove to be transitory.

3. Nor do I recognize the necessity of despatching a Famine Commissioner from England, or of nominating one here with the designation referred to. The Government have already sent a Member of the Board of Revenue into the districts which appeared to be chiefly menaced, with full powers to set relief works on foot. The mission of Mr. Robinson is at present suspended. It remains for Government to determine whether that mission may be renewed with advantage or not in the hands of the same gentleman or of another Member of the Board.

4. If the relief which was experienced at the end of January was necessarily of a permanent character, I believe that we might leave the difficulty in its mitigated form to be dealt with by the local officers, but it is obvious that the benefits which were experienced from the rainfall in January must gradually be obliterated, and that those parts of the country which suffered from the defective supply of the north-eastern monsoon will be in a critical condition when the next south-western monsoon in June becomes due. It is against this uncertain but contingent and possible danger that it behoves us to provide.

5. The concern which the Secretary of State has expressed for the welfare of the country is so earnest, the powers placed in the hands of this Government by the Government of India are so ample, the object at issue is so important, that I conceive we are fully justified in taking measures of precaution which to some may appear superfluous, and which, I trust, the event will prove to be unnecessary. I propose that Mr. Clarke, the Senior Member of the Board of Revenue, be charged with the duty of visiting the districts of Nellore, Cuddapah, Kurnool, Bellary, and Salem, and of conferring with the several Collectors on the state of their several districts, having in view particularly the supply of food at present on hand and the prospects of the country, in the event of a defective south-west monsoon. In case Mr. Clarke should recognize, in any part of the country to which his attention is directed, any necessity for immediate action, he should be invested with full

powers to order the immediate execution of relief works, or the establishment of relief-houses. North Arcot and Madras being more immediately under the eye and control of Government, and having been recently inspected by Mr. Robinson, may be dealt with subsequently.

No. 70.—APRIL 12, 1868.

On proposals for the introduction into the Hospitals of the Madras Presidency of an improved system of Nursing by Female Agency.

I entirely concur in the view expressed by the Inspector-General of Hospitals, Indian Medical Department, that the time is approaching when an improved system of nursing by respectable female agency may be introduced with advantage into this Presidency.

2. The hospitals of Madras are gradually falling into a natural order.

The General Hospital nearly completed has been divided into two departments as well as the accommodation would permit, so as to establish materially that complete separation between the Civil and Military classes which exists in the treatment, supervision, and administration. This arrangement will probably continue on its present basis, until a new hospital for the European Troops can be erected—a work which we can scarcely hope to see accomplished in less than three years.

The European, East Indian, and Native women, who were most imperfectly accommodated in a small separate building contiguous to the General Hospital, will shortly be removed to the new Female Hospital organized in Vepery.

Female cases of venereal disease will, in future, be treated in a separate establishment, so as to render the treatment of those maladies more searching and efficient, and to bring the whole vicious female population of the town gradually under inspection and control. The elimination of this class of patients will make the Female Hospital at Vepery, it is hoped, more attractive for females of a superior class, both European and Native.

The female department of the Monegar Choultry has attracted the particular attention of Government and of the Directors of that institution; it will have its full share of the improvements in progress throughout the Choultry, and will be placed, in reference to the comfort of the sick, on a footing commensurate with the care which has always been bestowed upon it by the Medical Officer in charge.

The Lying-in Hospital has benefited by the re-introduction of more liberal regulations, and has been the scene of some minor improvements.

In a word, the hospital system of the Presidency is generally in a state of progress, and would soon be rendered worthy of Government, appropriate to the claims of the various classes of the sick, and conformable to the requirements of the age, if the exertions of the Medical Officers were supported by a class of nurses properly trained for their duty.

3. With a view to the formation of an efficient class of nurses, the Inspector-General proposes that we should procure from England, through the instrumentality of Miss Nightingale, the following agency:—

A Lady Superintendent.

Three head nurses.

Under these he would place twenty-four probationers or pupils, half of whom would be ready to go at once into ward-training, while the rest would be receiving instruction from the Lady Superintendent in the quarters provided for them.

To the three head nurses, for the purposes of superintendence and training, the Inspector-General would appropriate the Female Hospital at Vepery, the Lock Hospital in Black Town, and the Lying-in Hospital.

Dr. Mackenzie would, for the present, at least, decline the introduction of female nurses into male hospitals, and in lieu of female nurses would introduce a superior class of native male attendants, who would be placed under the tuition of the Superintendent and three female head nurses mentioned above.

4. The scheme proposed by Dr. Mackenzie appears to me to be a judicious one; but I think that it is susceptible, without extravagance, of a little development.

I would have *four* head nurses, and add the female department of the Monegar Choultry and the female department of the Eye Infirmary to the three hospitals suggested by the Inspector-General. It is most desirable that the Monegar Choultry, a purely native institution, should have the full benefit of European science and solicitude, while the Eye Infirmary, as it seems to me, must surely offer many cases in which the delicacy and tenderness of female assistance would be particularly acceptable.

In the first instance it might be desirable, as Dr. Mackenzie observes, not to introduce female nurses into the male hospitals.—There is probably much value in his suggestion, that a good class of male native nurses might be formed for that service. At any rate, we may hesitate and feel our way. After the system of female nursing has been well established in the female hospitals an experiment might be made in some of the wards of the civil department of the General Hospital. I saw female nurses at Calcutta in that department, and I was told that they succeeded.

5. I submit that a letter be addressed to the Secretary of State, requesting him to obtain for the service of this Government, through the instrumentality of Miss Nightingale, a Lady Superintendent and four head nurses on the terms approximatively stated by the Inspector-General of Hospitals.

On receiving the assent of the Secretary of State there will, no doubt, be time to make the necessary arrangements for the reception of the persons selected.

I presume that the choice of the probationers or pupils would be left to the Lady Superintendent in conjunction with the Inspector-General.

No. 71.—APRIL 26, 1868.

On the organization of a Sanitary Establishment for the Madras Presidency and the consolidation and development of the Provincial Dispensaries.

It will probably not be thought extraordinary if I have hesitated in laying before the Members of Government my present suggestions for the institution of Sanitary Agencies in this Presidency. The last attempt of the kind failed before

the decision of the Government of India only two years ago. We had no reason to believe that the sentiments of the Viceroy and his advisers had materially altered in the interval. The creation of offices for important duties without funds at their disposal is an abortive policy. The finances of India had not been in such a state as to justify us in expecting much help from Imperial sources, and local taxation had been carried to a limit which, in the opinion of most, it would not for the present be wise to transgress. The evils which it would be the task of a sanitary establishment to correct were notorious. They were denounced in striking terms by the Royal Commission on the sanitary state of the Army in India, and they had been examined in detail by the Sanitary Commissioners in their successive reports upon the state of the capital, the cantonments, and the provincial towns. We were fully informed of the neglects and abuses which we have to contend against. Without money we could do nothing, and there seemed to be little hope of getting money. I may add that a practical and, as I think, equitable proposal for the improvement of Madras, by placing it, with reference to State assistance for the purposes of conservancy, on the same footing as the Provincial Municipalities had been negatived; while the License Tax, to which we looked for many useful local objects, had been again embodied in the general Budget of India.

2. Notwithstanding these discouragements, it has been represented to me that the time has now come when it may be permitted to revive an unsuccessful issue and to roll the returning stone up hill again. A department for sanitary matters has been created in the Indian Council, and the deliberations of that body may justify the Government of India in modifying their previous resolution. On the other hand, the Supreme Government has itself manifested a desire to control the sanitary dangers connected with fairs and pilgrimages, and such control can hardly be exerted efficiently without a special executive agency. At any rate, the voice of this Government may be raised without reproach, even if it is raised without success. The worst that can happen to us is to see our counsels rejected.

3. In contemplating the organization of a sanitary establishment for this Presidency, the Government ought, in my humble judgment, to keep in view the following objects:—

- (1.) The nomination of a Consulting Engineer for sanitary works.
- (2.) The appointment of a Sanitary Inspector in each district.
- (3.) The consolidation and development of the Provincial Dispensaries.

4. The introduction of a better system for maintaining public health would necessitate many works connected with water-supply and drainage. For these undertakings the co-operation of a competent Engineer would be indispensable, and he would have to be brought from England for the purpose. The present staff of Engineer Officers are already fully occupied, and their energies will be taxed to the uttermost by the numerous irrigation schemes and other public works which are under consideration. Nor must it be forgotten that the Engineer Officers at our disposal have not, for the most part, made a special study of this branch of their science. We need an officer conversant with the last developments of Engineering in connexion with sanitation. I propose that he should have his head-quarters at Madras; that he should receive his salary from Government; that his services should be gratuitously placed at the disposal of the Municipalities and districts where necessary; and that he should communicate with Government

like the Consulting Engineer for Railways, through the Department for Public Works, maintaining, at the same time, a correspondence with the Sanitary Commissioner. It may be hoped that an Engineer, with the qualifications which I have described, could be obtained for about Rupees 800 per mensem, with the prospect of increase and pension.

5. It seems impossible to associate the duties of local sanitary inquiry and management with any existing agency. The Deputy Inspectors-General of Hospitals, the Deputy Inspectors-General of Police, the Superintendents of the District and Central Jails, the Medical Officers in charge of Civil Stations, the Subordinate Revenue Officers are all so fully occupied with their respective functions, or so fettered in their movements, that they could not possibly undertake a charge which would involve no small amount of investigation and correspondence and frequent excursions from head-quarters. If the duties of sanitary inspection were laid upon any class of existing functionaries, either those duties would be imperfectly performed, or the Public Service would suffer in some other respect. It seems to me impossible to avoid the conclusion that special agents must be selected for this special duty, and I feel equally convinced that those agents should, if possible, be natives. The proceedings of the Sanitary Inspector will bring him into close contact with the native population in their domestic, social, and religious relations. We could not afford to entertain Englishmen with the knowledge, prudence, temper, and discrimination which would be desirable, and the multiplication of English residents and officials of a subordinate character is by no means expedient for many reasons. It may be urged that the natives would have to be taught. So would Englishmen. We have no competent Sanitary Officers of any nationality formed to hand. But natives would learn as quickly; they would be more tractable; they would have more local information to begin with; they would be more acceptable to their own countrymen; they would be more settled and trustworthy in some respects, though not in all. I consider too that it is most important to associate the natives as much as possible with all the social innovations which the Government is engaged in prosecuting; for thus we shall raise their intelligence and gratify their self-esteem, and create allies for our ideas instead of adversaries, and approach the masses through less suspected channels.

The creation of a new Administrative Department centralized at Madras would, I think, be an error. It would be conducted without sufficient local intelligence, and it would tend to diminish the authority of the District Magistrate, in whom the people ought to respect the impersonation of superior power. The Collector and Magistrate ought never, in my opinion, to be severed from any business which concerns the welfare of the people under his charge. The country is perhaps already too much governed from a distance and by regulation, and too little by men. The District Sanitary Inspector should be directed in the performance of his duties by the District Magistrate, and to the latter his reports should be addressed. The Magistrate would forward them to the Sanitary Commissioner at Madras, by whom they would be submitted to Government through the Chief Secretary. There should be a Sanitary Inspector in each district. His duties would be to survey the sanitary condition of the towns and the country; to report upon the prevalence of maladies among men and cattle; to compile the statistics of disease; to superintend the march and lodging of traders and pilgrims; to receive and administer the dues which may be levied on them; to superintend

the execution of minor sanitary works not within municipal limits, and not of sufficient importance to be entrusted to the Department of Public Works; to prepare the Budget of sanitary expenditure and submit it to the District Magistrate, by whom it would be transmitted to Government.

The Sanitary Inspector of the district would have a right of inspection and inquiry within the bounds of the Municipalities, and would report on their sanitary condition; but he would not have any executive or financial charge in Municipalities which possess their own officers for those purposes. His position with regard to Military cantonments would be similar. The conservancy of cantonments would remain subject to the Military and Municipal Authorities as at present. The sanitary expenditure in districts not within municipal limits would be defrayed from the Imperial Revenues, until the Supreme Government, by relinquishing the license duty, shall provide us with a competent source of local taxation, or until some other means can be devised. The salary of the District Sanitary Inspector might be fixed in the first instance at Rupees 200 per mensem, with a provision for increase. It might not be possible to provide all the districts at once with competent Inspectors. In that case, I would deal with those first in which the public health is exposed to the greatest hazards.

6. The execution of sanitary works and the sustained control of the District Sanitary Inspector would be measures of a preventive character, and would check the rise and dissemination of disease. But the Government ought not to stop short here; they ought to attempt something more directly of a remedial nature; they ought to make a serious effort to bring the benefits of European medical science within the reach of the whole native community. With this object in view, I do not see any better method, as a commencement, than to give greater stability and scope to the Provincial Dispensaries. I would secure them in the possession of competent resources, and make them primary schools of medicine and surgery.*

The dispensaries are by common consent on an unsatisfactory financial footing. Some of these establishments are supported from the interest of sums collected for their endowment without current subscriptions; some by endowment with current subscriptions of a greater or less amount; some by current subscriptions alone. The Government in all cases pays the salaries of the Medical Officers and supplies the medicines. Where the dispensary is supported from the interest of invested funds wholly or chiefly, its utility and operations are regulated by its means, and not by public necessity: something stationary and contracted seems to creep into the management. Where the dispensary is supported wholly or chiefly by current subscriptions, it ought to have more vitality and a more expansive character; but such revenues are in this country very insecure, and they are procured by a system of solicitation and influence which is liable to objection. Where the Medical Officers in charge have been men of superior intelligence and zeal, and where the District Magistrates have shown a generous interest in the welfare of the institution, the condition of the dispensary is sometimes extremely commendable, and reflects credit on the Government and its officers.

* In the Government Dispensary at Madura an attempt has been made to give a general medical education to native youths. The Free Church Medical Mission in Black Town has several lads under instruction, who go out as native physicians into the districts. The Reverend Mr. Chester, American Medical Missionary at Dindigul, affords a course of instruction at his dispensary. Attempts of the same nature may, perhaps, be made in other dispensaries which are unknown to me.

But this result is not attained without pecuniary sacrifices on the part of the Medical Officer, which it is unjust to impose on him, while the Magistrate and the English community bear perhaps a larger share of the outlay than is proportionate or equitable if the character and objects of the dispensary be regarded. Where the subscriptions of the natives are considerable and regularly paid, it may be apprehended that in many cases the Magistrate and the Medical Officer have, from a sense of duty, been driven to practise a system of persuasion and authority which are repugnant to their feelings, and from which they ought to be exonerated. As far as my personal observation has gone, and as far as I can judge from official reports, I consider that the supposed voluntary system of support has not maintained the dispensaries, as a rule, in an efficient condition, even on their present limited footing, and that the same system would prove altogether incommensurate if the functions and the expenditure of these establishments were extended. In the opinion of the Inspector-General, which I am at liberty to cite, "the voluntary system is a total failure." Under these circumstances, I consider that the Government should affirm the following principles:—

(1.) That the Provincial dispensaries should be thrown for support upon local rates, in so far as they are not at present supported by Government.

(2.) That when the dispensary is within the limits of a Municipality, half the expenditure should be borne by the municipal rates and half by the district rates.

(3.) That when the dispensary is situated not in a Municipality but in a district, the whole expenditure should be borne by the district rates.

(4.) That until district funds can be provided by local taxation, the sources of which are not at present open, the amount chargeable to the district shall be paid from the Imperial Revenue.

The dispensaries which at present possess endowments would, of course, retain them.

The financial position of the dispensaries having once been settled on a secure basis, the Government could proceed with confidence to enlarge their field of action. It has often been remarked that, if European medical treatment is to be rendered extensively acceptable to the natives of this country, it must be through native agencies already accredited and familiar, and that no better instrumentality offers itself than the hereditary popular physician. The native doctor or his son* should be attracted to a European School, in which he might be disabused of his gross superstitions, and instructed in the minor operations of surgery, as well as in the use of the common medicines for prevailing maladies. Instruction might also be afforded to the native midwife.†

The introduction of a system of elementary teaching at the dispensaries would involve an augmentation of expenditure under three heads at least:—

(1.) The existing buildings would have to be expanded by the addition of lecture-rooms and operating-rooms.

(2.) Some additional allowance would have to be made to the Medical Officers in charge in consideration of their increased duties as lecturers, and additional Medical Subordinates would have to be appointed.

* This subject was brought under the notice of Government by the Inspector-General of Hospitals, Indian Department, in an interesting paper, under date of April 24th, 1867.

† Instruction in midwifery is imparted in the dispensaries of Cuddalore and Cuddapah, at the Lying-in Hospital at Madras, and perhaps elsewhere.

(3). It would be necessary, in the first instance, to grant some small stipend or allowance to the pupils, in order to attract and retain them at the Medical School.

I invite the Government to affirm, in general terms, the expediency of giving to the Provincial Dispensaries the character of elementary Medical Schools, and I propose the nomination of a Commission of Medical Officers to prepare a practical scheme under which this design may hereafter be carried into effect.

7. It is, of course, impossible at present to estimate with accuracy the increase of charge which would be involved in a scheme of sanitary establishments embracing the appointment of a Consulting Engineer, the nomination of Sanitary Inspectors in each district, and the reorganization of the Provincial Dispensaries. The expenditure for the Engineer and the Inspectors on the scale which I have suggested would amount to about Rupees 60,000 per annum. The cost of the dispensaries to Government, whether temporary or permanent, under the proposed new system, can only be estimated when the Medical Committee referred to above shall have matured their project.

8. The scheme for a Public Health Establishment, which I have here submitted to the judgment of my colleagues, differs materially from that project which, at a former period, obtained the sanction of this Government, and was rejected by the Government of India. The establishment which I advocate is simpler, and would, in my opinion, harmonize better with existing institutions. It remains for Government to determine whether they consider themselves pledged to their former recommendations, and, if not, whether they prefer the alternative now suggested for their consideration.

No. 72.—MAY 8, 1868.

On an application from the Vicar Apostolic of Canara for a Government Grant-in-aid for the maintenance of a projected School for the education of the Roman Catholic Youths of Mangalore.

I differ from my colleagues and from the Director of Public Instruction in this matter. The Roman Catholic Christians of South Canara are very numerous, and were formerly an important interest in the country. They are being gradually thrust out of public employments by their Hindu fellow subjects—their superiors now in wealth and education. The Roman Catholics, acting under the influence of their Clergy, do not avail themselves of the excellent Native Government School at Mangalore. Their scruples are probably invincible. The Government will, I think, do wisely in accepting the position. It may be an erroneous one, but it is one the Catholics occupy in many countries. A mixed education is very repugnant to their views and principles. If the Roman Catholics must be educated separately, it is most desirable to assist them, or they run a great danger of remaining, as at present, without education, and an uneducated Christian community in India would be a deplorable feature in our Government. The Government ought, I think, to help the Catholics in the new start which the Vicar Apostolic is desirous of making. He is himself, I believe, by no means a person of superior intelligence or liberal views, and I fear that, if he is not encouraged, he may fold his hands and abandon the cause altogether. Instead of abruptly telling him at present that the

Government cannot assist him *until* his school is worthy of assistance, he being unable from his own resources to make it worthy, I would direct the local Deputy Inspector to confer in person with the Bishop or with his representative in a friendly spirit, and, after satisfying himself in regard to the views and resources of the Vicar Apostolic, which are not very clearly set forth in these letters, to submit a proposal to Government with regard to the amount of aid, if any, which the Government might grant. In this way the Vicar Apostolic, his Clergy, and the Roman Catholic community would be perhaps encouraged to further exertions.

2. I would not be frightened by previous failures. We must be patient with the controversies and perversities of priests and people. The Catholics are becoming more alive everywhere to the necessity of bestowing a good secular education on their sect. They will do better next time.

No. 73.—MAY 19, 1868.

On a communication from Captain Mayne, R.E., praying for a reconsideration of the decision of Government declining to comply with an application from the Government of India for his services.

Captain Mayne had the good fortune to obtain a post in the Straits, with higher emoluments than those which he would have attained had he remained in this Presidency. By a change of arrangements, unfortunate for him, he lost his advantageous employment abroad, and reverted to his natural position. The Government of Madras being sensible of this hardship, but being desirous to retain his services in the Presidency, proposed to the Government of India an arrangement which would have afforded a large measure of compensation to Captain Mayne. The Government of India declined this arrangement, and simply requested us to give Captain Mayne up. We have told the Government of India that we will exchange him for another officer, and we have told Captain Mayne, relenting still further, that we will let him go as soon as the return of our officers from Abyssinia enables us to do so with due regard to the public interests. I hope that may be soon. In the meantime I see no hardship in the case to which a man of high professional spirit may not submit with resignation, and even with goodwill. The wants of the Presidency are imperious, and the attitude which the Supreme Government has taken towards this Government in its reiterated requisition for Engineer Officers is one which ought, I think, to be firmly met. I regret the loss experienced by Captain Mayne, and his case being exceptional, I would surrender him to the Government of India the moment he can be spared.

No. 74.—MAY 24, 1868.

On the expediency of establishing a Marine Sanitarium for British Troops at Ennore.

It appears to be generally admitted that the climate of the Hills is chiefly useful in restoring vigour to the European constitution when debilitated and reduced by the heat of the plains. The climate of the Hills is restorative rather than remedial.

It seems, on the other hand, that, in cases of positive disease, engendered by a tropical climate, the air of the sea is most efficacious.

It follows that the Government of Madras ought, in full justice to the English Army, to provide two sanitary stations—one on the mountains, the other on the shore.

The first want has been supplied by the creation of the establishment at Wellington, which will probably eventually absorb the subordinate hill station at Ramandroog.

The other want has not yet been fairly looked in the face. The present proposal of the Inspector-General affords the Government an opportunity of giving it deliberate consideration, and of embracing a conclusion which may not be immediately operative, but which may be affirmed for eventual execution.

I agree with His Excellency the Commander-in-Chief in rejecting the unsatisfactory expedients of using either the projected Military Hospital at Madras or any of the buildings at the Mount for the purposes of a general Military Sanitarium. The Military Hospital here should be a hospital restricted to the European garrison of Madras. The Mount is not sufficiently exposed to the sea breeze; the soil and water are contaminated by prolonged habitation; the locality and the population offer all the common instigations to intemperance and vice.

Ennore appears to me to combine all the features requisite for a Marine Sanitarium. It is accessible by land. It is accessible from the sea. It consists of a sand ridge of moderate elevation, and sufficient area between a broad back-water and the open sea. The soil is dry and wholesome. The breeze is tempered by the contact of water from every quarter. Bathing in salt water is better than at any other spot in the Presidency which I have visited. It appears that a free passage between the sea and the lagoon can be kept open at all seasons of the year. There is shade. There is every convenience for boating and for other exercises and sports. There is no native population immediately adjacent. The Government possess a portion of the site, and they can purchase the rest for a moderate sum of money.

I concur with the Commander-in-Chief that the only objection to the scheme is the expense which it involves. This must be very considerable, and I fear we cannot contemplate the undertaking, until the completion of the Military buildings at Bangalore has materially relieved the Military Budget.

In the meantime, I would advise that the Government should affirm, in general terms, the expediency of constructing a Marine Sanitarium for British Troops at Ennore, and that they should direct the Department of Public Works, in connexion with the Inspector-General of Hospitals and the Sanitary Commissioner, to prepare a plan for the number of troops, and the number of sick indicated by Dr. Hadaway, including, not only the main buildings for barracks and hospitals, but all the subordinate and accessory accommodations which belong to such an establishment. With such plans before them, and with accurate estimates for the same, the Government will be enabled to determine whether any provision can be made for the commencement of the works in the budget of 1869-70 or 1870-71.

In the meantime, it would be desirable to abstain from any expenditure at Poonamallce.

Proposing a scheme for the commencement of the Professorial System in connexion with the University of Madras.

The University of Madras, by the system of examinations and degrees which it has inaugurated, has rendered an essential service to education in the Presidency. The progress of public instruction has thus been tested by an independent authority; the certificates of learning have been conferred by a scrupulous hand; the studious youth of the country have been incorporated in an academic union—an institution which everywhere inspires a permanent attachment among its members, and which may here become the point to which all the intellectual aspirations of the people will converge. The University has been a useful, regulating, and stimulating power. It has opened a common field of interest and affection for the educated classes.

2. It must be allowed, however, that the University has up to the present time remained destitute of many of the agencies and ornaments which it may rightfully claim and which it could profitably employ. There have been no academic buildings; there have been few material helps and rewards of study; there has been no professorial teaching. The University has been houseless, poor, and silent. All these defects have to be remedied. The Government has made a beginning by sanctioning the construction of the Senate House with lecture rooms. The native community will, I trust, gradually direct their traditional liberality towards the endowment of a new learning. I submit the following scheme for the commencement of the professorial system to the judgment of my colleagues.

I propose the creation of five University Professorships with the obligation of lectures:—

- (1.) A Professorship of Architecture, Civil Engineering, and Mechanics.
- (2.) A Professorship of Natural Philosophy and Chemistry.
- (3.) A Professorship of History and Belles-lettres.
- (4.) A Professorship of Astronomy.
- (5.) A Professorship of Law.

3. As the duties of a chair in the University of Madras would not afford sufficient occupation to the Professor in the present stage of public teaching, as his services in this respect would scarcely be a full equivalent for the emoluments which he would receive, and as the Government must have a strict regard to economy, it will be desirable to associate in some measure the professorial offices with other educational positions already existing.

4. The Professor of Architecture would, at the same time, hold the office of Principal of the College of Civil Engineering. In his capacity of Principal of the College he would direct the studies of the pupils, with such increased assistance as the Government, under the advice of the Director of Public Instruction, might sanction. In his capacity of Professor he would deliver lectures on the history of Architecture, on its relation to the other fine arts, on the history and principles of Civil Engineering, and on Mechanics as applied to construction. In fact, he would embrace in his course that class of subjects which I remember to have heard treated by Professor Willis at Cambridge with so much usefulness and applause. There are too many proofs in our daily experience that the builders in this country, whether we regard their artistic or constructive know-

ledge, are on an unsatisfactory footing. The beautiful arts of the Mussulmans have almost expired with their decline in wealth and power. The European style has been practised of late years with much less success, as it seems to me, than at the end of the last and in the beginning of the present centuries. The presence of an accomplished Architect, Mr. Chisholm, in the Presidency, and the great development of railway works must no doubt create a favorable movement both in taste and science; yet still I believe that the public teaching of a highly trained and educated artist coming directly from the English schools would be more profitable in this branch of knowledge than in almost any other. It might revive in the natives the consciousness of what is good in their own architecture, and restore among the English Engineers a knowledge of style and ornamentation which did in some measure formerly exist, as our older buildings testify, but which has been lost in the absorbing pressure of material, technical, and office labor.

5. The duty of the Professor of Natural Philosophy would, under my scheme, be to deliver popular lectures in the University on the physical sciences, and thus awaken a taste for those pursuits among the native youth as well as among the Europeans and East Indians who are being reared in the country in increasing numbers. This Professor would, however, be selected specifically for his knowledge of Medical and Organic Chemistry, and would be Professor of Chemistry in the Medical College and Chemical Examiner. In my humble judgment, it is not wise to trust to the Indian Medical Establishment for the selection of a Professor in this delicate and important science. The Government may have been fortunate up to the present time, but it might occur that there was no medical officer in the Presidency who had made Chemistry his special study, and the Government might thus be obliged to accept a teacher and an analyst without sufficient ability and experience, to the prejudice of science, justice, and public health.

6. I do not know whether the Professor of History and Belles-lettres could be employed in any specific duty in connexion with education beyond the halls of the University. I am inclined to think not. I would place him at the head of the Public Library, to which he would be able to render great services, and leave him in the enjoyment of a considerable degree of literary leisure, which he would no doubt employ in some work concerning the history and antiquities of the country. In the University his duty would be to lecture upon political and literary history in general, and particularly on those branches of oriental history which have a local interest for the students of this Presidency. The ancient—I might almost add, the recent—history of the southern portion of the peninsula is unexplored. There are grounds for the hope that a comparison of the inscriptions on existing monuments with the MS. chronicles which are reported to be preserved in certain pagodas, and with other historical sources, now exposed to destruction and decay, might yield results of considerable value. At any rate a field of research lies open which is worthy of scrutiny, and which no one can possibly enter upon without time and ease and Government support.

7. The position of Professor of Astronomy would be filled by the Government Astronomer, who, in addition to his other duties, would be required to deliver a popular course of lectures on his science.

8. The Professorship of Law in the Presidency College would be transformed into a University Professorship on existing terms for the present. The Govern-

ment would eventually be enabled to determine whether a greater development might not be given to this branch of teaching, and in how far the Professor could be restricted to his academic duties and limited in the exercise of practice at the Bar, from which, however, I apprehend, he ought never to be entirely excluded.

9. It is not easy to estimate the additional charge which would be involved by a professorial establishment such as that which I have sketched out. I may assume, however, that the services of three competent Professors for the chairs of Architecture, Natural Philosophy, and History could not be obtained for less than Rupees 1,000 per mensem each, with a provision for gradual increase and an eventual claim to pension. This would make at first £3,600 per annum. We may add £200 as an honorarium for the course of lectures to be delivered by the Professor of Astronomy, and £360 for the Professorship of Law. The total charge would be £4,100 per annum. The *net additional* charge to the State would, however, be considerably less. We must deduct £720, the amount received by the Engineer Officer at present holding the appointment of Principal of the Engineering College, in addition to pay and allowances, and £360, the salary of the Law Professor in the College, which would drop, making a total of £1,080. I do not assume any deduction on account of the small difference there might possibly be between the military pay and allowances and the consolidated salary of the Medical Officer holding the appointments of Professor of Chemistry in the Medical College and Chemical Examiner. The net increase on account of the University professorial establishment would amount to £3,020, to which must, I apprehend, be added some amount, which I cannot at present estimate, for strengthening the staff of the Engineering College, as it could not be expected that the new Professor would be enabled at once to give efficient instruction in the practical part of irrigation work which is peculiar to India. I think, however, that I may safely affirm that my proposal would not involve an additional expenditure in the Educational Department of more than £3,500 per annum.

10. In communicating these remarks to my colleagues, I wish it to be understood that I do not regard them as embodying a definitive scheme; they are suggestive. I do not see at present how as much good could be done with less risk of error and less cost, but I am ready to adopt any modifications or developments which the experience of others may convincingly recommend. My chief object is to give a new impetus to higher study, and to rouse a more generous and disinterested intellectual movement in the Presidency than at present exists.

No. 76.—MAY 29, 1868.

Suggesting certain improvements with a view to clearing the sea-front of the Chepauk Palace and to the development of the Revenue Board Buildings.

The foundation of the Senate House on the shore between the Marine Villa and the Revenue Board buildings will entail the prosecution of heavy works and all the traffic belonging to them in that vicinity for two years at least. There will be an incessant crowd of carts and workmen, constant noise and dust, the Beach road will be in bad order, and the passage for carriages will be in some

degree embarrassed and impeded. It is obvious that this state of things should not be unnecessarily prolonged. All the building works on that part of the shore should be prosecuted contemporaneously, and should cease, as far as possible, at the same time.

2. After the completion of the College and the Senate House it is obvious that the front of the Revenue Board and the Chepauk Palace could not be left in the present condition of meaness and disorder. Those buildings must be placed in harmony with the others. I propose, therefore, that the work be taken up at once and spread over the same period of time as the construction of the Senate House.

The object is to clear the sea-front of the Chepauk Palace and the Revenue Board, to remove the unsightly walls and godowns that encumber it, and to provide the persons and the offices now accommodated there with better lodging.

3. The buildings in front of the Chepauk Palace and the Revenue Board which should be removed are as follows:—

- (1.) The quarters of the unmarried students in the Engineering College.
- (2.) The quarters of the Serjeant.
- (3.) Certain store-houses and yards belonging to the Public Works Depot.
- (4.) Godowns belonging to the Survey Department.
- (5.) The Office of the Survey Department.
- (6.) A wooden building belonging to the Revenue Board used as a book-binding establishment and for luncheon rooms.
- (7.) A group of European and Native latrines.
- (8.) Another set of luncheon rooms.
- (9.) An old chuttrum where horses and carriages are put up, with various broken walls and enclosures belonging to the same.

4. The proposal which I submit contemplates the abolition of all these structures, and the substitution of other accommodation in the following manner:—

- (1.) The unmarried quarters and Serjeant's quarters would be rebuilt on the Chepauk ground near the present married quarters.
- (2.) The store-houses and yards belonging to the Public Works Department would be obliterated, and the articles now deposited in them would be transferred to the depot.
- (3.) The Survey Department would be accommodated in new quarters by an enlargement of the Revenue Board buildings.
- (4.) The luncheon-rooms, latrines, carriage sheds, and horse sheds would be transferred to the space between the Chepauk Palace and the Public Works Depot now occupied by the Office of the Forest Department, an abandoned store-room contiguous to the Palace, and a horse shed belonging to the Public Works Depot.
- (5.) The Forest Department and the binding establishment of the Revenue Department would be provided for by the contemplated additions to the Revenue Board.

5. The order of proceeding which I would recommend would be to prepare quarters for the Forest Department at once, by rapidly building an upper story on the western face of the Revenue Board building, with a verandah, which

would enable the accommodation required for the latrines, luncheon-rooms, and carriage and horse sheds to be prepared at once on the space to the south of the Chepauk Palace, and between it and the Public Works Dépôt. The luncheon-rooms would be close to the Palace; the carriage and horse sheds would come next with an interval; the latrines would be nearest the dépôt with another interval. None of these buildings would be more than one story high; free passage would be allowed for the sea breeze; and existing buildings would be largely used. In this way the worst buildings between the Chepauk Palace and the sea might be cleared in the present year, and the ground might be laid out and planted.

The development of the Revenue Board buildings and the transfer to them of the book-binding establishment and Survey Department would be the next part of the undertaking.

The transfer of the married quarters and Serjeant's quarters might come last.

6. The development of the Revenue Board buildings would involve the construction of an upper story on the present lower story, with a verandah, on the western face, and the construction of a new lower story and upper story, with verandahs, on the northern face. Verandahs ought, at the same time, to be built on the eastern and southern faces, already two stories high, and the whole of the new façades thus cheaply obtained might be harmonized with the fantastic but agreeable style of the old Native Palace. The Revenue Board buildings would thus become a complete and important block with ample accommodation at present for the homogeneous departments to be embodied in them. As the space required for the Revenue Board proper expands, the other offices may be successively thrust out and provided for elsewhere. If we regard the state of the archives belonging to the Revenue Department, and the increasing requirements which the lapse of time must unavoidably bring with it, we cannot doubt that the whole of the enlarged edifice will be eventually demanded by that department alone.

7. I hope that the plan which I submit has been rendered partly intelligible to my colleagues. It can scarcely be fully understood without local inspection. My proposals are made with the concurrence of Colonel Orr, who accompanied me on the ground, and who will be able, he thinks, to provide funds for a commencement of the works during the present season, should they obtain the sanction of Government.

8. Nothing that I have here suggested would interfere with the scheme of a general range of Government Offices on the Chepauk ground for the accommodation of those departments which are now scattered in hired lodgings in the city; nothing being, in fact, suggested, as far as Government Offices are concerned, except the completion of the Revenue Board buildings to their natural extent.

9. In these proposals I also presume that a suggestion which I lately made for the appropriation of the Chepauk Palace for the purposes of a Military Hospital will not be accepted by the committee appointed to report on that question. I understand that such is the case from Dr. Hadaway. But, even if the Chepauk Palace were so appropriated, the scattered buildings in front of the Revenue Board and the Palace must still be cleared away, and the Revenue Board building must be still developed to the extent indicated above.

In conclusion, I beg to recommend that the Department of Public Works be instructed to prepare plans and estimates for the purposes above described, and submit them for the consideration of Government.

No. 77.—MAY 31, 1868.

On the expediency of employing Natives of India in the higher Offices of the Administration.

The natives of India appear to have a natural right to be employed in the administration of their country, and this right will certainly be confirmed to them by the discretion and benevolence of the English Government. We cannot govern India without the co-operation of the Indians; we ought not to do so if we could; and the employment of natives should, in my humble judgment, be only limited by two considerations—(1) the maintenance of the English power, (2) the welfare of the Indian people.

2. As far as this Presidency is concerned, I see no danger to the stability of the English Government by the employment of natives in a greater number of the higher civil offices. Among the classes eligible to such functions there are no elements of conspiracy or resistance, hardly any of disaffection. There are no aspirations to independence. There are no traditions or recollections here which evoke regrets or hopes. (I am disposed to believe that, in raising the natives with prudence, we shall identify them in a greater degree with the English rule.) As long as one-fourth of the armed force is English, as long as the fortresses, the Artillery, and the Military Commands are in the hands of Englishmen, the material interests of England are safe.

3. The only question really at issue is the welfare of the people whom we have conquered for our interest, and whom we sincerely desire to govern in their own. How far, in fact, can we employ natives for the benefit of natives? My reply is conformable to that of my better informed colleague, Mr. Arbuthnot. We can employ them in more offices, and we ought to pay those offices better. But I would go further than Mr. Arbuthnot.

4. The great defect of native functionaries is want of purity, just as the great defect of English functionaries is want of knowledge. To extirpate the ancient corruption of the native official, it is not sufficient to diminish his temptations by making a generous provision for his wants; we must make an appeal to his better feelings; we must endeavour to animate him with public spirit, with patriotism, with a sense of duty. To create public spirit, we must give the natives a high European education and commensurate incentives and rewards. The education is granted already; the incentives and rewards are all the more necessary, for otherwise we shall create discontent. It is not enough to pay the subordinate offices more liberally, and to admit the natives to a greater number of such offices. This course would, no doubt, make the superior class of our present native officials more comfortable, and it would enlarge the class. It would satisfy average minds and satisfy more of them; but it would not arouse a more disinterested spirit in the mass, or draw out the higher sentiments of human nature. One great employment would, in this respect, do more than many middling employments. (I would offer to the natives of India the prospect of

attaining to a few really important appointments in the State, which would touch their pride, and give them the consciousness of being something in their country. I incline to think that such a measure would excite their emulation and create a right spirit within them. With the consciousness of English inspection, with the severity of English control, with the certainty of English justice, and with the benefit of English example, the selected native official in high place would probably serve the English Government and his own country with intelligence and rectitude; while his honors and success would gratify the native community generally, and operate powerfully upon the whole native official class below.

5. It is not necessary that I should take a retrospective view of this question, that I should trace the gradual expansion of the field of native employments, or that I should fortify my opinion by citations from the opinions of my predecessors. That has all been done by Mr. Arbuthnot. But it may be expected that I should make a distinct statement of the appointments to which, in my opinion, natives might be admitted, or ought to be admitted, with due regard, of course, to individual competency.

6. One seat on the Bench of the High Court might be reserved for a native; but in this case it would be undesirable at present to reduce the number of Judges from five to four.

The third seat in the Board of Revenue might be opened to the natives. I confess that I make this statement of opinion with hesitation. I think, however, on the whole, that the presence of a native of great ability and experience in the Board might be very useful in many respects; and, as the orders of the Board are issued collectively, the native member would not be placed in a position of individual authority over the Members of the Covenanted Civil Service. The majority of the Board being Englishmen, the Board would remain English.

The Secretaryship and Sub-Secretaryship of the Board of Revenue might be opened to natives.

The Under Secretaryship in the Revenue Department might be opened to natives.

I would open the position of Civil and Session Judge to natives, and authorize the gradual nomination of natives to one-quarter of the whole number of those offices. This position does not necessarily involve direct personal or executive authority over Englishmen.

The first Judgeship in the Court of Small Causes at Madras should be made more easily accessible to natives by removing the restriction which limits the office to persons who have graduated as Barristers in England. Two seats on this Bench should always be filled by natives.

Half the number of Judges in the Courts of Small Causes in the Provinces should be natives.

One of the Magistrates on the Bench of Madras should be a native.

A larger proportion of the Deputy Collectors should be natives.

The office of Presidency Postmaster-General might be given to a native.

The Sanitary Commissionership might be eventually filled by a native; and the subordinate functionaries in the Department of Public Health, if that department be constituted, ought to be chiefly natives, with a view to associating native feeling and opinion as much as possible with our social innovations and reforms.

A native might be tried in the position of Superintendent of a Central Jail.

Natives might be employed, as Mr. Arbuthnot has observed, in the offices of Registrar-General of Assurances, of Registrar to the High Court (on either side in my humble judgment), of Assistant Secretary to Government in the Legislative Department, of Government Pleader, of Government Translator, of Auditor and Examiner in all departments except the Military departments. It appears to me, however, with due deference to the opinion of Mr. Arbuthnot, that the appointment of Commissioner of Customs should be reserved for an Englishman belonging to the Covenanted, or to the Uncovenanted Service. If we regard the constant and sometimes irritating contact that exists between this officer and the members of the European mercantile body and captains of English and foreign ships, it seems undesirable that he should be a native. The Customs Department should, I think, be an Imperial Department directed from Calcutta by the Supreme Government, with regulations, as far as possible, identical in all parts of India, and the higher offices should all be held by Englishmen.

7. Two things may be remarked in the suggestions which I have submitted above:—

(1.) That in the Judicial Department, in which I have advised a larger infusion of natives, I have still reserved a preponderance of Englishmen.

(2.) That I have not advised the admission of natives to any of the superior magisterial and revenue offices in the provinces at present restricted to the Covenanted Civil Service.

8. In my opinion the preponderance of employments in the Judicial Department must be reserved for Englishmen for the following reasons:—

(1.) Because, without a large field of remuneration and honor, a good class of Englishmen could not be got to come to India at all.

(2.) Because, without a numerous, capable, and high-principled class of English judicial functionaries, the morality and efficiency of the native judicial functionaries would rapidly degenerate. It must never be forgotten that native functionaries like native governments are only tolerable, and can only be maintained in a state of usefulness by the contact, the counsel, the example, the vigilance of Englishmen. Official morality is an exotic in India; it requires continual attention.

(3.) Because the natives of India must still be made to recognize that the English are the dominant race, and are determined to maintain their ascendancy in every department of Government, though with every regard to the interests of the native community, and with much indulgence for their feelings. The English, in order to maintain their due share of public respect, must not occupy a secondary position in any branch of the Public Service.

9. The revenue and magisterial posts ought, as far as I can see, to be reserved exclusively for Englishmen, on the footing on which they are now held, for the following reasons:—

(1.) We cannot afford to part with any considerable share of the inducements which now attract a superior class of Englishmen to India. The least deterioration in the character of our administrative functionaries would be a lamentable evil.

(2.) If the higher administrative positions must be reserved for Englishmen, the subordinate offices in the hierarchy must be reserved also for the purposes of

training, and because you cannot mix Englishmen and natives on the same line of advancement. Englishmen of intelligence, high spirit, and good social position will not serve under natives. This may not be philosophy, but it is fact. It is a fact which cannot be too often repeated, for it is perhaps not sufficiently felt at home. English gentlemen will not take orders from natives. If we try to impose this yoke upon them some will throw up their employments. If unhappily under the dominion of personal necessities others submitted to an order so unnatural they would forfeit their self-respect and the respect of the people of the country. In this mixed condition both the native and the Englishman would be impaired. The native would be a hesitating superior, the Englishman would be a turbulent, discontented subordinate.

(3.) Because the English, who are not better adapted for judicial functions than the natives, nor even so well adapted in some respects, are far superior to the natives for executive duty. To appoint natives Collectors would, in most cases, be to do the people a positive mischief.)

(4.) Because the Collector is the visible depositary and local representative of sovereign power, and as the sovereign of India is English, the representative of that sovereign ought to be English too. The law is not English, so the interpreter of the law need not be English.)

10. The same reasons oppose the employment of natives in the higher offices of the Department of Public Works.

11. The concessions which I propose will probably appear too liberal to most Englishmen in India, and not liberal enough to a certain school of Englishmen in England. I think it right to state that I do not consider that these concessions can be carried into execution in this Presidency at once. Natives could not at this moment be found adapted for the employments which I have indicated above as employments for which they might be made eligible. The substitution of natives for Englishmen in such offices must be conducted with great deliberation and great caution.)

12. The substitution of natives for Englishmen in appointments now reserved for members of the Covenanted Civil Service would impair the contingent and eventual advantages of promotion and emolument under which the members of the Civil Service embrace their profession. It would be the duty of the Secretary of State to provide the members of the Covenanted Service with such compensation as might be deemed equivalent to the prejudice inflicted on their prospects of advancement. That is a point on which I am not bound to offer an opinion. I am simply required to state what appointments can in my opinion be opened to the natives with safety to England and benefit to India.

13. I agree generally in the suggestions made by Mr. Arbuthnot for the increase of the salaries of certain appointments which are at present accessible to natives and frequently held by them, as well as for the recovery of the excess of expenditure thus incurred by the reduction of the emoluments of other appointments.

14. In regard to a differential scale of emoluments for Englishmen and natives, I am of opinion that the services of the best description of natives could be readily procured, and would be liberally remunerated by a lower amount of remuneration than must be paid for the services of the best description of Englishmen, and I conceive that a given sum of money is, for various reasons, of far greater value to a native than to an Englishman. I, therefore, hold that wher

an appointment of a particular or isolated character, such, for instance, as the Secretaryship to Government in the Legislative Department, is given to a native, a smaller salary may be attached to it than when given to an Englishman; but if the appointment given to the native be a class appointment, such as a Judgeship in the Court of Small Causes, then there ought not to be an obnoxious distinction drawn between the native and the Englishman, but the former ought to benefit by the higher salary appropriated to the latter.

P. S.—The word *native* has been employed in its original sense as designating Hindus, Indian Mussulmans, and Indian Christians, not in the new sense which apparently includes all degrees of Eurasians and even Englishmen born in India.

No. 78.—JUNE 14, 1868.

On certain points connected with the constitution and working of the proposed Female Normal School.

The Director of Public Instruction has propounded five questions, on which he deems it desirable that an authoritative opinion should be pronounced by Government, in order that the native gentlemen who are disposed to encourage female education may act with a competent knowledge of our views and intentions. I would propose to solve the questions referred to in the following sense.

2. The Normal School will be open to East Indian and to Native Christian females, Protestant and Catholic, of respectable families, and to Hindu females of the higher castes. No low caste Hindu female will be admitted. It is obvious that East Indians and Native Christians must be admitted, both with reference to the valuable elements which the Government would find for native teaching in those classes, and for the benefit of the Native Christian community—a numerous and important class of Her Majesty's Indian subjects. The students in the Normal School will be individually selected and admitted by the Department of Public Instruction, with scrupulous attention to the character and position of the applicants, both such as enter as boarders and such as come as day scholars.

3. The study of English by the pupils of the Normal School ought to be rendered absolutely compulsory on the pupils. On this point I would be frank and inexorable. I do not think it at all necessary that English should at present be taught generally in any female schools which the Government may establish in the country, but in the Normal School for training teachers it appears to me indispensable. It is impossible that the Lady Superintendent could establish proper relations of confidence, intelligence, and affection with her pupils unless the latter are instructed in English, and without a knowledge of English the pupil teachers would remain excluded from all the sources of their science. To form a competent female teacher without giving her a knowledge of English appears to me impossible.

4. I would not insist at first on the execution of a written agreement by the pupils to serve wherever they may be ordered to go as teachers, as, in the opinion of the Director of Public Instruction, such a provision would be an impediment to the successful introduction of the scheme.

5. The Normal School must be managed by the Educational Department, like other Government institutions; but, in consideration of the novelty of the project, and the anxieties which it may arouse in the minds of natives, the Government might, I think, nominate three native gentlemen of intelligence and independent position as visitors, with power to present any observations which they may wish to make, in writing, to Government at stated periods. I would not constitute them as a "Committee," or associate them with the Inspector of the Division. The latter would have his own official duty in connexion with the establishment.

6. The pupils of the institution would be both boarders and day scholars. The pupils would be at liberty to reside with their families. The number of pupils of either kind would be fixed by Government when the pecuniary resources at our disposal are ascertained.

No. 79.—JUNE 29, 1868.

On the expediency of constructing a Branch Railway from the Pothanoor Station to Kullar at the foot of the new Coonoor Ghaut.

The letter of the Consulting Engineer, in my opinion, establishes beyond dispute the following conclusions:—

(1.) That the Branch Railway from the Pothanoor Station to Kullar, at the foot of the new Coonoor Ghaut, ought, if constructed at all, to be a first-class Railway on the Indian gauge, capable of being worked in every respect with the engines and rolling stock of the Madras Railway Company's lines.

(2.) That the branch should be constructed, under existing engagements, by the Madras Railway Company and by no other.

2. But ought the line to be constructed at all? I think this question may be answered in the affirmative. The calculations of Major Shaw Stewart are, of course, in some degree, hypothetical, but I do not think that they are at all enthusiastic. He shows a strong probability that the traffic would, in the first instance, yield a $3\frac{1}{2}$ per cent. on an outlay of £924,000, with the prospect of an early expansion. The sacrifice to Government would, in the first instance, be less than £6,000 per annum, and it would be a rapidly decreasing one. It is for the Supreme Government to determine whether such a temporary burden may justly be imposed on the finances of India. I think it might, if we regard the convenience of the Invalid Depot at Wellington; the comfort and relief of many persons in the public service proceeding to the hills for the benefit of their health; the claims of the planting interests on the Neilgherries, now rising into some importance; and the development of the district of Coimbatore, which looks more and more to the increasing European community on the plateau as a market for stock and agricultural produce.

3. The question remains whether the project may be brought at once under the favorable notice of the Government of India, or whether it ought to be presented in connexion with a general plan of Railway development in the Presidency, such as this Government has been instructed to submit. It appears to me that the scheme may properly be submitted at once, as a special project, to the Supreme Government. The branch line to the foot of the Coonoor Ghaut is one of a specific character and limited utility. It is not susceptible of extension

in any direction, nor does it depend in any degree upon the sanction of any other line of Railway.

I may be permitted to add that I do not anticipate much advantage from the preparation of a comprehensive plan of Railway extension for the Presidency. We have already asked for the lines which are most necessary. I would leave it to time and experience to point out the additions which would be most beneficial to the country, proceeding cautiously, without a dogmatic pre-conceived idea.

No. 80.—JUNE 1868.

On the question of the supply of Clothing and Regimental Necessaries to British Troops serving in India.

I think that all correspondence on the supply of necessaries between British Regiments serving in India and England should cease, and that the British Regiments should be supplied from a general store at the Presidency which should be kept up to the necessary level by indents on England or by purchases here. I make no doubt that the greater part of the necessaries in question can be most cheaply and expeditiously supplied from home, but I would leave it to the discretion of the Clothing Agent to provide from local resources what he deems may be better so provided. The India people pay the British Troops, they ought to have the benefit of the custom of the troops, where it can be granted, without prejudice to the troops.

There ought to be no regimental indents on England whatever, either separately or through the Clothing Agent here.

No. 81.—JULY 6, 1868.

On the measures essentially and immediately required for the improvement of the sanitary condition of Ootacamund.

The question of the sanitation of Ootacamund is a very difficult one, and will require a spirit of co-operation and self-sacrifice on the part of its inhabitants, of which I do not see a trace in these papers, as well as liberality on the part of Government.

2. The first thing, in my opinion, is to raise as good a municipal revenue in Ootacamund as possible. For this purpose the municipal license duty should be levied at once, and levied from those who pay the imperial tax, as well as from those who do not. At the same time the house tax should be raised from 5 to $7\frac{1}{2}$ per cent.

To levy the license duty requires no new action on the part of the Municipality. It is merely the execution of the existing law. The increase of the house tax would require the assent of the Municipality.

The current revenue of Ootacamund, without license duty, and with a house tax of five per cent., is estimated at Rupees 23,200.

The license duty in the estimates of 1867-68 was calculated at Rupees 3,500.

The house tax, at five per cent., was estimated to yield Rupees 11,000. At $7\frac{1}{2}$ per cent., it would give Rupees 5,500 more.

The municipal revenue of Ootacamund can, therefore, be raised at once from Rupees 23,200 to Rupees 32,200.

3. Without some proof of energy and good will on the part of the Municipality of Ootacamund, I would not advance any money to them from the public revenue, and if the Municipality refuse to accede to the proposed increase of the house tax, I think that a Bill should be introduced to abolish the Municipality and to invest the Commissioner of the Neilgherries with the powers conferred by the Municipal Act, which would enable him to levy the local taxes sanctioned by that Act.

4. The municipal revenue having been raised to Rupees 32,200, I would advance as a loan to the Municipality the sum of Rupees 50,000, at six per cent.; and, following the principles of the Act, I would make a grant of Rupees 12,500, one-quarter of the sum above mentioned, as a contribution on the part of the State, which is at this moment undertaking the charge for water works, for the reclamation of the swamp, and for the purchase of the houses on the borders of the lake.

5. The Municipality, being thus put in possession of the sum of Rupees 62,500, might proceed with confidence in the execution of the three works of most pressing necessity at this moment:—

(1.) The obliteration of the old deep drains.

(2.) The construction of proper latrines.

(3.) The construction of a slaughter-house.

6. The obliteration of the old drains, in which filth and refuse collect, is a work of undoubted benefit, and should be undertaken at once. It will not provide for the proper escape of the liquid sewage of the town, and I doubt the possibility of removing that sewage in vessels or in carts. Much pernicious fluid will, no doubt, be thrown upon the ground and be absorbed or evaporated, but the process will be more rapid and less offensive than at present. The only method of providing for the thorough removal of liquid sewage is, in my opinion, by covered drains falling into the projected main sewer along the edge of the lake. But whether this opinion be well founded or not, the *present* drains may be closed at once. They cannot be made available in any degree for the purposes of regular under-ground sewage.

7. The construction of a sufficient number of latrines on a good practical system is an object of capital necessity. I would not attempt the dry earth system, which, as a *voluntary system* in this country, I regard as altogether chimerical. Such an attempt would entail a vast deal of expense and trouble, and terminate in complete failure. The latrines should be substantial, covered sheds, round a small court-yard, the *ground* all over being paved with brick, covered with asphalte; vessels of some sort being placed under the portion roofed in for the reception of the excreta. A plan of such a building, without any provision for dry earth, should be submitted by Major Farewell.

8. It does not appear to me necessary that the slaughter-house should be very distant from the town. For the convenience of the butchers and the community it might be perhaps placed near where temporary accommodation is now provided. There need be no offensive effluvia from a slaughter-house if it is well taken care of, and the number of animals killed at Ootacamund is very moderate. Killing in private quarters, and the sale of meat elsewhere than in the public market, should be strictly prohibited.

9. I agree with all that is advised respecting the enforced construction of pit-prives in private compounds, the removal and destruction of dung and other refuse, and the prevention of under-growth. I think that the planting of the Australian Wattle-tree should be entirely prohibited—of that tree, I mean, which bears yellow flowers, and sends up an abundant crop of shoots from the roots.

10. It appears to me, however, that if the future sanitary condition of Ootacamund is to be thoroughly guarded, more stringent bye-laws still are necessary. In my humble judgment no new habitation or structure of any sort should be constructed over a private property without leave first obtained from the Municipal authorities. At present, hovels of the meanest sort are built *ad libitum*, here and there, in positions the most dangerous to public health—some on flat spots which cannot be drained; others beside gullies or water-courses, by which the drainage is swept down to the swamps on the lake. No new buildings should be raised anywhere without plans being submitted to the Municipality and leave being obtained.

11. I do not think that the Government should at present pledge itself to any permanent contribution to the conservancy establishment of the place, beyond the one-quarter of the charge which is defrayed under the provisions of the Act. We must first see what the Municipality can and will do of themselves. They appear at present only to think of throwing the whole burden on the Government. I regard the project of introducing the dry earth system into private dwellings and the effective removal of liquid sewage by hand and by cart as visionary. It seems to me impossible that the necessary establishments should ever be maintained by the Municipality, and I do not think that the Government can undertake the duty in a greater degree than they do at present by a moderate contribution to the conservancy expenditure.

12. The scheme of pulling down the commercial quarter of the town, and carrying it further along the valley below the bund, appears to me to be altogether visionary, and not to deserve the serious consideration of Government.

No. 82.—JULY 8, 1868.

On the comparative advantages of Lovedale and Stonehouse for the site of the Female Branch of the Lawrence Asylum on the Neilgherry Hills.

I retain my opinion that it would be desirable that the two asylums should not be built in immediate juxtaposition, and that the most advantageous position for the Female Asylum would be Stonehouse, a good situation on the outskirts of Ootacamund, where the institution would be an object of interest to many persons who might not have time or means to go out to Lovedale.

2. My reasons are stated in a Minute framed in the month of August or September last year, and, on reference to the papers, I see that Sir Thomas Pycroft concurred entirely in my views, which were formed after discussion with Mr. Arbuthnot, then Chief Secretary. For the girls I prefer the site at Stonehouse on moral grounds, and it possesses the additional recommendation that, as it is far removed from Lovedale, the buildings can be constructed in a plain style, without offence to the ornamental structure of the Boys' Asylum.

3. I do not like the site of the hospital at Lovedale for an asylum. I think it is contracted, and I apprehend there will be considerable difficulty in making all the necessary additions for the accommodation of the girls.

4. I am bound, however, to state that there are considerations which may be urged in favor of this expedient now, which were not apparent to me formerly. I visited the girls stationed at the hospital lately, and, like Mr. Arbuthnot, I was much struck by the extraordinary improvement in their appearance, which seems to prove a great superiority in salubrity in the Lovedale site compared with Ootacamund. It is true that the girls were very ill-lodged at the station, and that the projected buildings at Stonehouse would be very different from their former quarters. Still, the general condition of Ootacamund, in sanitary respects, is far from satisfactory, and health is the first condition. Nor is the presence of the family of the Principal at Lovedale without weight. Before undoing all that was done last year, however, I would like to see an estimate of the comparative expense of Lovedale and Stonehouse. I would call for a plan of the necessary additions at the Lovedale Hospital and of the hospital which would have to be constructed at the Boys' Asylum, and for approximative estimates of the cost of those buildings. With a plan and estimate, the Government would be able to compare the material advantages of the two sites deliberately. I am afraid that this will cause some delay.

No. 83.—1868.

On the question of the best description of Arms with which to supply the Native Army.

It appears to me that the Native troops in Her Majesty's service should be supplied with the best small arms of the period for the following reasons:—

(1.) Because, with their present imperfect arms, if brought into conflict with European troops, or troops armed with the improved weapons, our Native Soldiers would be cowed and defeated before they could fire a shot.

(2.) Because, if opposed to savage or half-disciplined enemies, they are now deprived of a great element of superiority. A larger force must be brought into the field to ensure success, and that success would be less rapid and complete.

(3.) Because, if fighting alongside of English troops either against an undisciplined or disciplined enemy, the English troops would be embarrassed by the co-operation of auxiliaries, in the same line, with such different means of offence and defence. It appears to me that there could be no harmonious co-operation between forces so differently constituted.

(4.) Because, while the English troops would be animated by the consciousness of inflicting loss on the enemy, the Native troops would be standing in a passive attitude, discouraged perhaps by the fire of the enemy, certainly by the sense of a humiliating inferiority to their European confederates. Such a position would be fatal to the military spirit. It is one which no Government has a right to impose upon soldiers.

(5.) Because no English officer can take a proper interest and pride in his men while they are armed with superannuated weapons, badges of inferiority, suspicion, and disgrace. Smooth-bore muzzle-loading muskets will soon be classed with pikes and bows and arrows. With such arms, an officer will be ashamed of his troops, and ashamed of himself for commanding them. The glory

of a soldier is in the beauty and perfection of his arms, and in his dexterity in using them. But what interest can there be in exercising men in the use of these pop-guns and sham weapons?

(6.) Because, in case of military revolt, the Native Soldier armed with a complicated and delicate weapon could neither repair it nor provide it with ammunition. But he could always make powder and cast ball for his present musket.

I would give the Native Soldiers good weapons, endeavour to secure their confidence and affection, and reduce their numbers.

No. 84.—JULY 28, 1868.

On the propriety of legislating for the preservation of Elephants.

With a view to the preservation of elephants, which are threatened with extinction by the concurrent causes of sport and cultivation, I think the Government ought to enact a law containing the following provisions:—

(1.) On all waste or forest land, the property of Government, of Zemindars, or others, the destruction of the female elephant should be prohibited under a penalty of from 10 to 500 rupees fine, and imprisonment not exceeding one month in default of payment.

(2.) The destruction of the male elephant should be prohibited on all waste or forest lands, the property of Government, under the same penalty, except by persons holding a license to shoot the male elephant from the Collector of the district.

(3.) Zemindars and other proprietors would retain the right to shoot the male elephant on their waste lands without the license of Government.

(4.) The right to shoot elephants trespassing on cultivated lands and on the high roads would remain as at present common to all.

(5.) Persons sporting on waste lands and others would be exonerated from the penalties attached to the destruction of an elephant when it could be proved that the act was committed in self-defence.

(6.) The same exoneration would be extended to those who should destroy on waste land an elephant found on cultivated land and pursued from thence.

(7.) Rewards should be offered to persons belonging to the Forest Department and others who give information of the illicit destruction of elephants on the conviction of the offender.

(8.) A stipulated price should be paid by Government for every elephant trapped or caught on private lands and brought in alive and uninjured to any Revenue, Police, or Commissariat functionary.

(9.) Rewards for the destruction of elephants should be abolished, except in cases in which specific rewards are offered by the competent authority for the destruction of man-slaying elephants on the high roads, or of elephants notoriously infesting and destroying the cultivated country.

On the question of placing the Military Stations of the Madras Presidency in a defensible condition.

I agree with Mr. Arbuthnot in regretting that the question of placing our Military stations in a defensible state has not been sooner dealt with, and I think that the subject ought now to be treated in a deliberate and comprehensive manner under the guidance of His Excellency the Commander-in-Chief.

2. Whether the Circular from Lieutenant-Colonel Dickens of June 1st, 1865, was intended formally for the Governments and Administrations in the immediate dependency of the Government of India only, or for the Presidencies of Madras and Bombay also matters little. The interest at stake is common to all. The old forts of this Presidency have been dismantled and abandoned as no longer suitable for the accommodation of troops, and our soldiers are lodged in open barracks without any kind of defence, scattered at dangerous and irregular distances from each other, without any proper connexion with depôts of arms and magazines in some instances, and without any provision for refuge or resistance in case of revolt or attack. The worst case of all is Bangalore, where a vast amount of money has been expended in the construction of the new barracks, but where the whole of this valuable property would be exposed to the incursion of the native population, if the bulk of the force was obliged to take the field.

3. The same evil, however, exists on a smaller scale at Cannanore, Trichinopoly, and elsewhere.

4. The Circular of the Supreme Government of 1865 ought to be referred to the Commander-in-Chief, with a request that His Excellency should submit a general scheme for the fortification of our Military posts as far as possible, conformable with the principles laid down in the letter from the Government of India of January 8th, 1861, and in the Circulars from the Government of India of June 1st, 1865, and of November 29th, 1867. I do not think it will be found that the plan of Captain Mayne, for the defence of the new barracks at Bangalore, deviates more than is unavoidable from those principles. It appears to me that if the projected iron railing was abandoned, and the works for the present confined to the elevated flanking batteries with magazines, leaving the continuous entrenchment to be executed when the necessity arose, we should be very near the course recommended by the Government of India in 1861, when they prescribed a chain of detached earth-works at properly selected intervals as the best and most economical means of defending Bangalore. However this may be, I cannot think that the study bestowed by Captain Mayne on the subject will be entirely thrown away.

5. In referring the general question to His Excellency the Commander-in-Chief, I would request His Excellency to submit his designs for the different stations successively, and to begin with Bangalore as the most important. I would also draw His Excellency's attention particularly to the expediency of raising the old fort of Bangalore and the other ancient citadels or forts, such as Trichinopoly, Cannanore, and Tellicherry, when they cannot be usefully employed and defended in connexion with the new works, or adapted to the purposes now under contemplation.

On the expediency of constructing a Breakwater for the protection of the Madras Roads.

The Chamber of Commerce has submitted to Government an emphatic representation in favor of a project often suggested, abandoned, and revived, the construction of a breakwater for the protection of the Madras Roads. The Government have entertained the proposal, and have engaged to prepare a plan and estimate for the contemplated undertaking. The subject has been referred to the Department of Public Works. No one can dispute the importance and utility of the design, and there are many considerations, having reference either to the permanent rights and interests of the Presidency, or to the accidents and features of the present time, which justify Government in affording it their prompt attention and earnest advocacy.

2. The primary object of a breakwater is to shelter the ordinary operations of import and export commerce. The recent accident to the pier, an accident to which it must always be exposed, has presented a practical proof of the insecurity attached to the imperfect agencies for shipping and landing goods with which the port is at present furnished. We want calm water, safe anchorage, secure landing places; facilities for docking and repairing ships; facilities for embarking and disembarking troops, stores, and munitions of war; uninterrupted communications, and exoneration from the exclusive services of a skilled and privileged class of boatmen.

3. The Roads of Madras, defended by a breakwater, would not only form a convenient local commercial port, they would also open a port of refuge for all vessels navigating on this coast of India, both against the sustained violence of the north-east monsoon, and the unforeseen attacks of the rotatory storms, which from time to time traverse these seas with destructive power. The Chamber of Commerce has justly remarked that there is nothing deserving the name of a harbour of refuge on the Coromandel Coast. There is, in point of fact, no place of real safety between Trincomalee and the Hoogly. I have no means of compiling the calamities which have occurred along this vast extent of monotonous shore. It is commonly asserted that the value of the merchandize and vessels wrecked within the memory of old residents, on five miles of beach between Royapoorum and St. Thomé, amounts to a sum more than sufficient to build a defensive bulwark which would make a single wreck impossible. I do not doubt it. This particular point of the coast has of late been wonderfully spared, but the reiterated examples of Masulipatam and Calcutta are calculated to fix our anxieties on a peril which is always impending.

4. The danger of a defenceless roadstead is, however, not only a weather danger, it is also a war danger. I would ask the Government to paint to themselves the Roads of Madras at the height of the export season, without a breakwater, but with a sea-breeze, and a single French or American cruizer in the offing. The same picture would do on a smaller scale for the provincial ports. The same scene of terror, confusion, dispersion, and disaster would everywhere occur. But the construction of an armed breakwater would be a rampart to the ships in the Roads, and would afford a ready refuge for all the vessels scattered along the coast in the case of sudden emergency.

5. A defence so useful to the shipping would not be less useful to the shore. It is certain that Madras is becoming more valuable and more vulnerable every

day. The old works towards the sea are rather a source of risk to the city than of safety. They would attract and justify an attack. They would never repel an enemy. But while the place has become more obnoxious to insult and aggression, in consequence of the developments of maritime offence, the Government have, for various good reasons, drawn out all their most costly establishments in naked array upon the shore. The Railway terminus, the Sailors' Home, the Commissariat Offices and Depôts, the Custom House, the Stamp Office, the Offices of Government in the Civil and Military Departments at the Fort, the Government House, the Senate House, the Revenue Board, the Engineering College, the Public Works Depôt, and the Presidency College, form an extended front of public property ranked conspicuous and inviting in the face of a hostile fleet with the most slender provision for protection or resistance. They only allude to the crowded and perishable native quarters, to the hospitals and jails, to the offices and ware-houses of the traders. It is obvious that all the elements of weakness, suffering, sacrifice, and disgrace are accumulated in this defenceless capital in a degree scarcely exemplified elsewhere, even on British territory. It is equally certain that a fortified breakwater would afford a great measure of security to life and property on shore, and that no other description of works would give any security whatever.

6. To these considerations we must add another reflection of the most serious character. Without a breakwater not only the trade of Madras must ever be insecure and intermittent, and its establishments, inhabitants, and property must lie at the mercy of a maritime adversary, but without a breakwater the trade of Madras may cease to exist altogether. The development of the Railway system, which will shortly bring the central regions of India into rapid and easy communication with either coast, places the existence of the old commercial emporiums in question. It is certain that the direction of traffic will not be determined by the cost of transport to the seaboard only, it will be governed by the convenience, safety, accessibility, and charges of the maritime terminus, and by the relation in which that terminus stands to the European markets. The natural advantages possessed in these respects by Bombay will soon be reinforced by a most powerful artificial auxiliary, the Suez Canal. By such a combination it is scarcely too much to say that the whole trade of India might be drawn into a single focus, unless the ports on the eastern seaboard avail themselves in time of all the expedients by which science and labor correct the defects and tendencies of nature, and thus secure for each Presidency an equitable share in the benefits of commerce.

7. The expediency of constructing a breakwater at Madras needs no further demonstration at my hands. The arguments in favor of the undertaking are patent to all in this Presidency, and were never so generally admitted and deeply felt as at the present conjuncture. The enterprise is, however, one of great magnitude and cost. Many impediments and delays must be encountered and surmounted before the first cargo of stone can be deposited in the sea. The prudent incredulity of superior authorities must be patiently and slowly vanquished. The Supreme Government and the Government at Home will require not only a demonstration of the necessity, the practicability, and the profitableness of the project, but that demonstration must be urged by all the influences which may be properly enlisted on behalf of schemes of public utility. The consent of scientific judgment, official sanction, and public support will at least be indispen-

sable, and to these powers it may perhaps be necessary to add the co-operation of private capital. It appears to me desirable that the design should not emanate directly and simply from the Department of Public Works. It is one of a very complicated character, in which many considerations of a maritime, military, commercial, and financial nature are involved, as well as technical questions of engineering. I think that the preparation of the plan and estimates may properly be entrusted to a commission embracing representatives of the various interests concerned. If my colleagues assent to this proposal, they may naturally expect to see me add the suggestion that the Secretary for the Public Works Department should be placed at the head of this deliberation. Colonel Orr, however, considers that he can be of greater use as a source of information and counsel outside of the commission, and he is anxious to place all his ability and all his plans at their disposal. I beg, therefore, to suggest that a commission be embodied by Government, to frame plans and estimates for a fortified breakwater at Madras, composed of the following persons: Colonel Anderson, Colonel Carpendale, Major Shaw Stewart, Mr. Elphinstone Dalrymple, Mr. Elwin, if he will obligingly grant his services, and a gentleman who may be selected by the Chamber of Commerce. The inquiries and the report of the commission need not be limited to the preparation of plans. They should be invited to deal with the subject in all its bearings, including the agency by which the execution of the work might most properly be undertaken, and the provisions by which it might be rendered profitable as a financial investment. It is possible that, with the aid of a Government guarantee, the Madras Railway Company might be disposed to associate itself to a project with which the interests of the Railway are so closely identified. I do not, however, desire to discredit the opinion enunciated by the Chamber of Commerce, that the breakwater should be an imperial work. The immense expenditure sanctioned by the Supreme Government for the improvement and defence of the harbour of Bombay, and the liabilities directly or indirectly incurred for the encouragement of Port Canning, give the Government of Madras a right to appeal to the Government of India, and an assurance that their appeal, if well founded and supported, will not be made in vain.

No. 87.—AUGUST 1868.

On the propriety of permitting Dr. vanSomeren to retain the post of Consulting Physician to the Madras Railway Company in addition to that of District Medical Officer.

This question was raised by the Railway Company recommending an increase of salary for Dr. vanSomeren on account of the increasing importance of his duties on the Railway. Under this statement it became the duty of Government to consider whether it was consistent with Dr. vanSomeren's regular duties that he should retain an onerous charge out of Madras. I confess to a serious doubt as to the propriety of such a combination, and I don't think it ought to be sanctioned in future. Taking into consideration, however, that the highest medical authority has emitted the opinion that Dr. vanSomeren's efficiency as a District Medical Officer has not been impaired by the Railway duty, and on the understanding that Dr. vanSomeren's absence from Madras is practically restricted to certain limited periods, and that he is not obliged in

reality to run hither and thither on irregular duty, I consent to leave the arrangements in force up to the present time unaltered.

No. 88.—AUGUST 28, 1868.

On the Report of the Commission appointed to inquire into the Remount System of the Madras Army.

After an attentive perusal of the report of the Remount Committee, of the documents appended to it, and of the supplementary proceedings of the same body; after a careful inspection of the horses at the Remount Depot, and at several of the Military stations of the Presidency, and after discussion with a number of officers and other persons interested in the question of horse supply, I have embraced the following conclusions, though I confess with much hesitation, on account of the conflicting opinions of apparently competent authorities.

(1.) For the English Cavalry and for the Horse Artillery, the most eligible horses are Arabs and Persians—I mean, the horses brought under those names direct from the Persian Gulf to Mangalore, and bred, it may be presumed for the most part, in the country lying round Bagdad, and in the southern provinces of Persia. To these, however, may be added the best sort of horses which are brought by land to Kurrachee from the north-eastern frontiers of Persia, from Turkistan, Afghanistan, and Beloochistan, which are shipped at Kurrachee for this Presidency, and which are commonly known as Heratees.

(2.) For the Native Cavalry Regiments, the Northern or Heratee horses, in the absence of a sufficient supply of Arabs and Persians, are an eligible class.

(3.) For the Field Batteries, the smaller, better bred class of Australians and Cape horses are, on account of their greater strength and weight in draft, the most appropriate.

The question arises how are these several breeds of horses to be cheaply, regularly, and efficiently procured for the service of the army.

2. The several methods of importation, selection, and purchase may be classed under the following heads:—

(1.) Importation by spontaneous agencies, and purchase by Commanding Officers, or others belonging to the respective corps.

(2.) Selection in the foreign markets by Government agencies, and importation by Government.

(3.) Importation by independent agencies (with some encouragement in the way of advances), and purchase by an Agent of Government with a Farm Depot or without a Farm Depot.

3. Importation by spontaneous agencies, and purchase by Commanding Officers, have the recommendation of simplicity and apparent cheapness. The Government would dispense with an expensive establishment, and would be relieved of an onerous responsibility, while the charge would probably be received in the first instance with satisfaction by the service. I doubt, however, whether the system would prove consistent with efficiency, that it would be cheap in the long run, or that it would give permanent contentment, for the following reasons:—

(1.) Among the Commanding Officers of Regiments, or others employed on this duty, there might be a great want of judgment in the selection of horses, want of knowledge, want of experience of the country, personal predilections and peculiarities which might vary with the change of persons, so that many inefficient horses might be purchased, or a discordant variety of horses—one man preferring Arabs; another Australians; one having a partiality for large horses, another for small, and so on.

(2.) Regimental purchase, however well received at first, would eventually produce strife and competition between different regiments or different branches of the service, perhaps imputations of jobbery and favoritism, especially with reference to the purchase of officers' chargers, which would have to be provided for under the system.

(3.) The market being no longer a general or stationary one, but scattered and shifting, influenced by a variety of prepossession and tastes, the Persian and Heratee dealers would not have the same confidence and security in their transactions. They would not import on so great a scale or risk—so much in the purchase of valuable horses; nor would the system of advances be practised with the same regularity or safety, and without advances it seems doubtful whether a good class of horses could be imported at all.

(4.) The horses imported from the Cape and Australia, which often arrive in the most deplorable condition, would have to be brought into a presentable state at some private establishment or other before being marched up-country; the cost of treatment and maintenance would be added to the prime cost, and the best horses would very probably be disposed of at the several depôts to private parties, who would be constantly on the watch, and who would bid more than the Government price. If the horse was brought in the rough state to the regiment, immediately after landing, the chance of error would be greatly increased, for many of the officers employed would be utterly incapable of appreciating the extraordinary animals discharged upon our shores, nor could the treatment and recovery of these animals be as well regulated and successful in the Regimental Depôts as the Government Depot, which possesses a great superiority of climate and food over most of our military stations. The only advantage I see attached to the Regimental Depot is that the horse would be sooner exercised and broken for work, but an improvement of the establishment at Oosoor would place it in this respect on the same level as the regiment.

(5.) Under the regimental system it would be difficult to maintain an efficient reserve of horses for the service of the army in case of emergency, and there is no reserve in the country.

I cannot but conclude, and in doing so I agree with His Excellency the Commander-in-Chief, that there are grave objections to a system of Regimental selection in India.

4. It has often been affirmed that the Government ought either to send officers to select horses in the foreign markets, or to entertain agencies in those markets for this purpose. The proposal is specious, but I am inclined to question its substantial utility.

If the Agent was sent from here, his appearance in the colony would be a signal for combination, and a rise in prices. He would purchase under every disadvantage, and the transport of the animals would be at the risk and charge of Government.

The system would not do away with the necessity of keeping up the Farm Depôt. If the Remount Agent was employed, he would pass his time in travelling from Madras to Australia, the Cape of Good Hope, and the Persian Gulf, to the neglect and prejudice of his charge at Oosoor. If the Remount Agent was not employed, it would be necessary to nominate a special officer for the duty at considerable expense to the State. I need not say that the horses selected would, very probably, be depreciated and repudiated by the Remount Agent and others here, for, if there is anything in which it is impossible to satisfy mankind, it is in the choice of a horse. I do not doubt that an Agent would find at the Cape and in Australia a superior class of horses to those which are sent in the course of trade to Madras, but he would find those horses dear, and he would make them dearer. The employment of such an Agent by this Government would probably provoke the employment of one by the Bengal Government, and they would bid against each other. If Bengal and Madras employed the same Agent, Madras would get the worst horses. I do not expect much good from the employment of a Government Agent in Australia, from which, I believe, a sufficient supply of horses for our wants will come spontaneously. I do, however, think that, as an experimental and exceptional measure, it might be desirable to despatch an Agent to the Cape, to report on the resources of horse supply in that colony, and to make some suggestion for re-opening, if possible, a traffic which has been for some years almost suspended.

If the Agency employed in the foreign market was not an officer of this Government, but either a commercial firm or an officer of the Colonial Government connected with the local horse supply, I do not think that much would be gained. The object of the commercial firm would be to buy as cheaply, and sell as dearly as possible, while the duty of the Colonial Officer would be to serve his own Government first, and the Government of Madras afterwards.

5. The system of regimental selection, and that of agency in the foreign market, being set aside, there remains the alternative of importation by independent agencies, and selection by a Government officer, with or without a Farm Depôt, a system which need not exclude the use of guarantees or advances, when they are indispensable to the object at stake.

I think this system is, on the whole, the best one, if the Military service of Madras is to remain dependent on foreign horses. I do not think that it would work as well as it does without the adjunct of the Farm Depôt, and, far from desiring to abolish the practice of advances, I hold that they might be increased, with the view of obtaining a larger command of Arab and Persian horses.

It may, however, be that the practice of the Remount Agent has, under the influence of circumstances and authority,* been drawn in some measure into an erroneous direction. The reproaches levelled, I think with undue severity, against the administration of Colonel Thompson may be briefly comprised under the following heads:—

(1.) That a bad kind of Australian horse has been introduced, and that too many Australians have been purchased.

(2.) That no Arab horses have been purchased at all.

* I allude to the suspension of the trade in Arabs from the Persian Gulf, and to the views of the late Governor Sir William Denison, a good horseman, and a good judge of horses, was a vehement admirer of Australians. He told me that on no account would he trust himself on the back of an Arab. His Excellency entirely approved of the system pursued at the Oosoor Depôt, and of Colonel Thompson's management.

(3.) That the number of Persians has greatly declined, and that the horses presented under that name are not true Persians.

(4.) That no Cape horses have been purchased.

(5.) That the farm and depôt at Oosoor have not been made as fully available for the benefit and improvement of the horses as they might be, especially with reference to green food, exercise, and breaking.

(6.) That horses are purchased at an advanced age, and are occasionally retained too long at the depôt.

6. The proportion of Australians to the other breeds of horses purchased for the service is by no means large. When the Remount Committee was prosecuting its inquiries, it did not amount to 20 per cent. on the whole number, nor have the Australians at any time attained anything like a predominance, or even an equality. It is certain that many of these horses have proved most efficient, as any one can testify who has seen the Batteries at Bangalore, Saint Thomas Mount, and Bellary. It does appear, however, that more Australian horses may have been bought than is strictly necessary, and that, in exceptional cases, horses of a coarse, awkward stamp* have been introduced, which are larger and heavier than is consistent with the hardy activity so necessary for Indian service. Such horses do not harmonize in the teams, either in figure or in action with the tallest horses of the other breeds, and they would be altogether out of place as Cavalry troopers. The Remount Agent might, in my opinion, be directed to restrain his purchases of Australian horses to the requisitions of the Field Batteries, to select for these horses of a stout compact character, never exceeding 15 hands 2 inches in height, and to spare no expenditure within his power in procuring these of the most unexceptionable quality. There is certainly a weight of evidence against the Australian horse, with reference to durability and capacity for enduring heat. I fear we cannot do without them, on account of the scarcity of Cape horses, and the necessity of moving heavy guns on steep acclivities,† but the most scrupulous care should be exerted in selecting animals of good blood, and good action. I think that an exceptional authority should be granted to the Remount Agent to pay as much as Rupees 750‡ for Australian horses, appropriate for the duty of wheel horses in the Field Batteries.

7. The Remount Agent is not responsible for the deficiency of Arab horses in the ranks. It is alleged, and generally believed, that the exportation of horses has been prohibited or impeded from Turkish Arabia, and the Turkish ports on the Red Sea, by some official or semi-official ordinance of the Porte or its local representative. It is now asserted that this restriction has been removed. No conclusive evidence has, however, reached me, either of the restriction or of its removal. As far as I am aware, there is no warrant in treaty for preventing the exportation of horses from any part of the Turkish dominions, and, in transmitting these papers to the Secretary of State, he should be respectfully moved

* See the statement of Major Napier Campbell, especially an officer by no means prepossessed with notion unfavorable to the Australian horse or to the Oosoor Depôt. Report Remount Committee, page 95.

† For an example of the draft power of the Australian, see an anecdote related by Colonel Turnbull, President of the Bengal Remount Committee. Four Australians were able to take a gun up a hill, where six Stud-bred horses were reduced to inaction. Colonel Turnbull places the Arab below the Capes, Australians, and Stud-breds. But the preponderance of authority appears to be against him.—Supplementary Proceedings, paper marked DD.

‡ The price of Australian horses in the ranks of the Bengal Army is stated to be Rupees 995—see paper marked D^C. in the Supplementary Proceedings.

to cause an energetic remonstrance to be addressed to the Porte through Her Majesty's Ambassador at Constantinople on this subject. Such a remonstrance would, I doubt not, prevent the recurrence of any overt act of the kind, if such has occurred, but it might not prevent the exercise of unavowed discouragements. The Pasha of Bagdad is more powerful than a treaty. I am not very hopeful of a large exportation of well-bred and well-sized Arab horses from the territories of the Porte at anything like the prices which we can afford to pay. The sources of horse-supply in Turkey were seriously impaired during the Crimean war, and, though they must since have revived, the demand of the Turkish Army has been heavy, and the present Sultan is himself a passionate lover of horses. The best will be practically kept in the country, and as many of all sorts as possible; a fair weight carrying Arab, not of the highest blood, is worth Rupees 1,000 in the market of Constantinople. We cannot expect to get him cheaper in India, and the proposal of the late Commander-in-Chief, to mount the Madras Cavalry on Arabs, is, I fear, a visionary notion. The Remount Agent should be told to use every means in his power to promote the importation of Arabs, either in connexion with Persians or separately; but, if they are to support the high traditional reputation of the breed, they must be superior in stature and in bone to the few slender specimens which I saw at Oosoor, and which appeared better adapted for parade officer's chargers for light weights, or for mounting a lady, than for carrying an English Lancer on service, or drawing a six-pounder.

8. It is undeniable that the number of Persian horses purchased for the depôt has greatly declined of late years. They have been supplanted by the Heratees. This result has been caused, it would seem, in part by the misconduct of the Persian dealers, and consequent misunderstandings between them and the Remount Agent. It may, however, be apprehended that the value of the well-bred Persian horse in the home market has greatly increased, and that exportation has been rendered more difficult by local exactions and semi-official discouragements. Representations ought to be addressed to the Government of the State by Her Majesty's Envoy at Teheran, insisting upon every facility being afforded for the exportation of horses destined for the Indian market. The vigilance of the British Consular authorities in the ports of Turkey and Persia ought, at the same time, to be particularly directed to this subject, and they ought to be instructed to report the smallest encroachment on the liberty of this traffic.

The Remount Agent should be directed to use every endeavour to revive the importation of horses of the true Persian breed, insisting particularly on those raised in the southern provinces of the kingdom, contiguous to Turkish Arabia, where the infusion of Arab blood is greater, and where the horse has all the docile and generous qualities of the Arab, with greater weight and stature. If I may trust my own recollections, and the assurances of others more competent than myself to give an opinion, it is not impossible to distinguish the southern Persian horse from the northern, which has more affinity with the Kurdish or Turkoman horse than with the Arab. In prosecuting his endeavours to revive the Persian trade, the Remount Agent ought not to stick at making heavier advances, if he deems it expedient, to the Persian dealers, than those already sanctioned. It is right to risk something for such an important object. The Persian horse is, in my humble judgment, that which is most perfectly suited for the greatest variety of military purposes in this country, the superior Arab being perhaps almost inaccessible.

9. The absence of Cape horses in our market cannot be laid to the charge of the Remount Agent. The cessation of every description of commerce between Madras and the Cape of Good Hope has been brought about by general causes, which are so well known that they need not be stated here. The trade in horses was not of sufficient importance to subsist as a solitary branch of intercourse. The Cape horse is, however, so valuable for Indian service, and especially for the Artillery, owing to its great strength, good temper, and undisputed hardiness that an exceptional effort might, as I said before, be made on the part of this Government, to render that market more available. An officer might be charged with the duty of proceeding to the Cape, with authority to purchase a certain number of horses on account of Government, and to charter a ship for their transport to Madras. We should thus have the means of judging of the quality of horses which the Cape is at present capable of furnishing, and of the price at which a superior horse can be procured. I confess I am not very sanguine of our capacity to purchase any great number in that market, when I learn that the local Cavalry give upwards of £30 for remounts on the spot, and that horse-breeding is gradually giving way to other pastoral pursuits. The Agent to Government would, however, be able to report fully on this subject, and on the means which might be found for shipping horses in stated numbers and at stated intervals from the ports of the colony. Perhaps under a system of moderate guarantees or advances, some commercial house might be found to undertake the business.

10. If the horse supply of the Madras Army is to be brought from beyond sea, I think that it is indispensable to have some establishment at which the animals selected by the Government officer can be assembled, compared, recruited, and appropriated to the several branches of the service. The Farm Depôt at Oosoor appears to me to unite almost every advantage of climate, soil, and position requisite for such a purpose. The development of the farm proves the zeal and ability of Colonel Thompson, and His Excellency the Commander-in-Chief* attests that the management of the horses in the depôt is judicious and commendable. The committee has, however, indicated a defect in the conduct of each branch of the establishment, which ought to be remedied. A sufficient area is not appropriated to the production of grass, and little or no attempt is made to break the horses for their future duties.

Colonel Thompson ought to bring the whole of the arable fields under grass as soon as possible, and to submit a plan for taking up more of the adjacent land, and incorporating it with the farm, so that all the green food and hay requisite for the horses may be supplied from the ground under his own charge. Such a change of system would be attended with some disadvantages. The farm, though it does not possess the character of a model farm, exhibits at present the application of English agricultural instruments and machinery in the cultivation, harvesting, and realization of cereal crops. This must have some interest and benefit for the people of the country. When limited to the production and manipulation of root and grass crops, the display of mechanical processes will be reduced. I do not think, however, that this consideration should be allowed to prevent a reform so obvious as that which is here recommended. The farm is

* General Moyleverty. The late Commander-in-Chief, Sir Gaspard LeMarchant, did not personally inspect the depôt.

auxiliary to the dépôt. It exists for the purpose of feeding the horses, and every exertion should be made to render it fully available for that object.

At present no attempt is made, or scarcely any, to break or train the horses at the dépôt. Some are employed in farm work; but the greater number are merely led out for exercise, and they are perhaps not even exercised enough. Considering that many of these horses, especially the Australians, arrive in a state which may be termed untamed, I think that more attention should be bestowed on this part of the management; that all the horses should receive more exercise, and that those horses at least, which have never been brought under any kind of discipline, should be roughly broken for the saddle and for draft. A great deal of trouble might thus be saved at a subsequent stage. Colonel Thompson might prepare an estimate of the increase of establishment which would be requisite for this purpose.

11. With reference to the age of horses purchased, and to their retention at the dépôt, I consider that the Remount Agent should be enjoined never to purchase a horse more than six years old off, and never to retain a horse of doubtful efficiency more than one year at the dépôt in hope of amendment.

12. In the foregoing remarks, I have briefly embodied my impressions respecting the qualities of the various races of horses which are now supplied, or may be supplied to this army from abroad, on the best means of procuring them and on the management of the Farm Dépôt at Oosoor. I have stated my opinions in connexion with the existing system of foreign purchase, assuming that that system may not improbably be permanently maintained, or at least that it must be maintained for a while, until another better and safer method can be brought into operation. My suggestions are still intended to apply in either case. I do, however, heartily concur in the proposal of the committee, that the practice of importation should be abandoned, and that native production should be substituted.

(1.) A European war, in which Turkey might be entangled, would stop the export of horses from Turkish Arabia, and thus deprive us of our chief supply market for Arabs.

(2.) A war between Turkey and Persia, or even serious local disturbances on the frontier, would arrest or diminish the export of Southern Persian horses.

(3.) War between Russia and Persia, or between Russia and Afghanistan, the prolongation of hostilities between Russia and the Khanats of Khiva and Bokhara, the conquest of the Khanats by Russia, the perpetuation of intestine strife in Afghanistan itself, are all incidents which would affect the export of the northern or Heratee horses to India, reduce their production, and consume them on the spot. All these incidents are possible, some of them are operative or imminent.

(4.) The supply of horses from the Cape is costly and insecure. Horse-breeding, even at the present high prices in the colony, is considered unprofitable; little encouragement is afforded by the Colonial Government. Sheep-farming offers larger and more certain returns.

(5.) Australia is indeed a secure breeding ground for horses. They will be multiplied there as they are multiplied in South America; but the inferior quality of Australians is not adapted for military service or the Indian climate, and the better kind will, in all probability, rise so greatly in price that we shall not be able to purchase them.

(6.) All these supply markets, except the northern, might be cut off during a war between England and France, or between England and the United States.

The insecurity of the foreign supply markets would, in my humble judgment, be alone a sufficient ground for establishing studs in this country competent to meet the demands of the whole army; but there are other motives which recommend this course, deducible either for the interests of the country or the contemplated changes in the constitution of the Native Cavalry.

(1.) Under the present system a large sum of money is exported annually for the purchase of foreign horses, which are rapidly consumed in the ranks, and which being almost exclusively geldings, with a few mares of little value for breeding purposes, no trace is left behind in the improvement of the native breed. Indian money is squandered without any benefit to India, except, of course, in the maintenance of its military establishments. The same amount of money spent in the country would produce as good horses, or better horses for Government, render the army independent of foreign aid, and supply a great stimulus to native horse breeding, an important department of rural economy, which has almost disappeared in Southern India with the ruin of the native governments and the decay of the native aristocracy.

(2.) The present conjuncture is particularly favorable for the institution of a government breeding stud. The four Regiments of Native Regular Cavalry are to be placed gradually on the irregular basis, leaving the English Artillery and Cavalry only on the old footing. A Government breeding stud would certainly not fail to provide the limited number of horses requisite for the English branches of the mounted service, while the irregular horse would have to be provided by local purchase. For this purpose, it is most essential that a fitting description of horses should be produced in the country, and it can only be produced by placing Government stallions at the disposal of the native farmer, in appropriate districts on liberal terms. No one who is acquainted with the climate of Oosoor can doubt the aptitude of that locality for the purpose of a breeding stud, or the capacity of the neighbouring provinces of Salem, Coimbatore, and Mysore for raising horses. His Excellency the Commander-in-Chief has, indeed, expressed a certain hesitation in recommending the institution of a breeding stud,* until he is better assured of the success of the establishments in Bengal; but, with due deference to His Excellency's judgment, I think that we ought not to be arrested by this consideration. If the studs have succeeded in Bengal, they will succeed *a fortiori* on the Mysore plateau, and if they have not succeeded in Bengal, the failure there supplies the strongest argument for repeating the experiment under more favorable circumstances. There appears, however, to be ample proof that the Government studs in the north of India have produced a serviceable horse, which has the capital recommendation of being an Indian horse.

13. As the question of the institution of a Government breeding stud, with the double object of supplying horses directly to the army and of promoting the production of a useful class of animals by the native farmer for the lighter sort of military service, is one which demands a considerable amount of inquiry and counsel. I propose the formation of a committee to report on this question,

* Sir Gaspard LeMarchant advocates the institution of a breeding stud.

and I venture to suggest as its members Colonel Thornhill and Colonel Place, of the Madras Army, and Mr. Fane, Collector of the Madras District. The deliberations of such a committee would not, however, interfere with the execution of the suggestions which I have submitted in the first part of this Minute, should those suggestions meet with the approval of my colleagues.

14. I think it right to state that, in my opinion, the report of the Remount Committee (framed in a rather caustic and unsparing spirit) leaves a more unfavorable impression on the mind, in respect to the horses of the Madras Army, than is justified by the facts of the case. The Australian horses are, I think, on the whole under-rated,* while the Heratees are qualified in terms of far too great severity. There is undoubtedly room for improvement, but it would be, in my humble judgment, erroneous to affirm that the Army is positively inefficiently horsed,† and I believe that there has been a progressive amelioration in the last two or three years.

15. It may be proper for me to explain the delay which has occurred in dealing with this matter. The delay in question has not proceeded from any want of consideration for the distinguished officers who granted their services to Government in connexion with the inquiry, and to whom our thanks are due. It appeared to me that the action of Government might with advantage be deferred, until the present Commander-in-Chief had been enabled to visit some of the provincial stations in which the Cavalry and Artillery are quartered. His Excellency has now done so, and his opinions are embodied in a Minute which is submitted to Government. I am happy to find that those opinions are substantially consistent with my own.

No. 89.—OCTOBER 6, 1868.

On the question of the Military occupation of the Fort of Gooty.

It is always with much reluctance and hesitation that I differ with His Excellency the Commander-in-Chief with reference to military questions, and especially with regard to the disposition of the forces under his command. I feel myself, however, constrained to record my dissent from the plan which His Excellency has communicated to Council for the removal of the Native Regiment at Kurnool, and its cantonment at three separate points for the protection of the railway station at Gooty, and the guard of the bridges and fords on the Toomboodra and Kistna rivers. I also entertain objections to the re-occupation of the Fort of Gooty by a small British Force.

2. The principles which ought to guide this Government in the disposition of the army are, in my humble judgment, the following:—

* On the strength of a letter from Colonel Tupper from Melbourne, the late Commander-in-Chief rather rashly concludes that the horses purchased at Madras from the Australian dealers are such as would be valued in the colony at from £5 to £8 the pair. That such horses are imported here I do not doubt; but I doubt whether Colonel Thompson takes them. As far as I can learn from conversation with a variety of persons more or less conversant with the subject, the Australian horses bought for the army are such as would cost at the port of shipment from £8 to £15 per head.

† Major Napier Campbell informed me at Bangalore in the presence of General Haines that his Battery of Horse Artillery was as well horsed as it would be in England. Colonel Fraser, Commanding the Artillery at the Mount, stated to me that he considered that the guns were as efficiently horsed as in England, though not so equally horsed. A Battery, he said, horsed in Ireland might be superior. Colonel Fraser added that the Australians in his Batteries had as much blood as horses employed in the same arm at home.

I am bound to add that Major Napier Campbell's Battery is considered exceptionally efficient.

(1.) Concentration, for the better discipline and exercise of the troops, and the co-operation of various arms in appropriate proportions.

(2.) Combination of the British troops with the Native troops, for example, emulation and control.

3. I do not affirm that these principles can always be adhered to strictly—that, under no circumstances, exceptions may be made and deviations allowed—but I contend that they ought to be observed as much as possible, and that no new arrangements should be made without taking them into deliberate consideration. But in the scheme proposed by His Excellency the Commander-in-Chief, both principles seem to be set aside.

4. The Native Regiment is to be removed from Kurnool, where it is now cantoned in a single body, and it is not to be aggregated to a larger force where it might become part of a Brigade or Divisional Command, and be exercised in conjunction with other Regiments of Infantry or with all the arms composing a regular organized force, but it is to be split up into three portions: a wing being stationed at a railway station where there are no accommodations for officers, no hospital, no place of arms—where everything, in fact, has to be constructed—while two other detachments are to be thrust out as guards of the *tetes-de-pont* or fords in what may be termed almost an enemy's country without the supervision of British troops, and in the vicinity of works of the most costly and important character, which, if guarded at all, ought to be guarded by Englishmen. The regiment as now stationed has no material English control, but it is at least united and at the head-quarters of the district, where it can be observed and be subjected more effectually to English influences, and where it contributes to the respect and dignity of Government, and does some good to a numerous and impoverished population. The proposal of the Commander-in-Chief decentralizes, disconnects, and scatters, in lieu of concentrating. It, therefore, is inconsistent with the first principle that I have submitted.

5. His Excellency the Commander-in-Chief contemplates the transfer of a company of English Infantry and of a small detachment of Artillery to the Fort of Gooty, and it may be contended that this measure would be consistent with the second rule proposed above, for the Native troops at the railway station and those on detachment would thus be brought under English control. I do not believe that the control would be efficacious. The station is two miles from the fort: the detachments would be practically out of reach. A portion of the English force would be paralyzed by the necessity of holding the fort. Of the three pieces of artillery, two would probably not be taken into the field, and the number of men available for an active operation would not be sufficient to ensure success. It might even expose our arms to a check or disaster, materially insignificant, but morally important. I would rather wait a little longer, have a larger force in the field, and make defeat impossible.

6. On the grounds above stated alone I am disposed to demur to the projected arrangement, but I am not insensible to the question of expenditure. Besides the outlay at the new head-quarters of the regiment, and at the outstations for the Native troops and their officers, it is plain that a considerable charge would be incurred for lodging the English troops and affording them all the appliances for health and recreation which the science and benevolence of the time demand. I would not rashly embark upon such a course. The

necessity is not so apparent to me as the sacrifice. Gooty might have been a more advantageous point for a military force than Bellary; but Bellary exists—it is only fifty-five miles from Gooty; it possesses almost all the buildings now requisite for a perfect military station, supported by a regular fortress, which, though old-fashioned, is naturally strong, and would be impregnable to a Native army. If Gooty in its present state and unoccupied is dangerous, let the works be so completely destroyed and obliterated that it can never be made a refuge or stronghold for native rebellion.

7. As for the regiment at Kurnool, I would entertain a proposal either to remove it to one of the chief military stations or to reduce it as part of a general scheme of military economy; but, if neither of these courses be advised by the Commander-in-Chief, I would leave it where it is. It is not placed in strict conformity with the principles which I entertain in these matters, but it is doing no practical harm at the present moment, and I think it is doing some local good.

No. 90.—OCTOBER 28, 1868.

On the question of the introduction of Elementary Education into Jails.

The first object is to introduce a good system of intramural labor into our jails, and until that is done I would not attempt book education. I mean that I would not introduce learning into any jail until skilled labor has been completely organized in it. We must not attempt too much at a time. Our agents are very incompetent even for a single task. I would commence the experiment with great caution and on a limited scale.

2. The Inspector-General should, in my opinion, be directed to select one Central and one District Jail in which intramural labor is most advanced. He should inspect these jails thoroughly, examine the rules for labor, and satisfy himself that the convicts are worked up to a proper punitive standard, and that the system is well established and well directed. Having done this, the Inspector-General should, in connexion with the Superintendent of the jail, take into mature consideration the length of time which might be devoted to learning and the time of day at which the hours should be taken, the classes of convicts from which the scholars should be selected, and the character and qualifications of the teachers. In these inquiries and regulations, the Inspector-General and the Superintendent might be assisted by the Deputy Inspector of Schools.

3. My impression is that the hour of learning should be taken in the morning, and reduced from a full standard of labor hours. The persons brought under tuition will for the most part be of mature age, and of a low standard of intelligence. Learning will probably be as repugnant to them as labor. It will therefore, at first be a sort of punishment; but it will be unfair to the pupil and the teacher I think to take the hour at the end of the day, when the bodily strength and mental elasticity would be exhausted. The pupil would learn with more reluctance; the master would teach with less spirit and good temper; the result might be disappointing. Besides, the hours of evening light, or twilight, are very brief in this country. The people are not accustomed to sit up at night, the accommodation for night schools would be insufficient; the expense of lighting would not be inconsiderable. The experiment, if made, should be made under the most favorable circumstances. It ought to have every chance of success.

4. Nothing should be taught but reading, writing, and cyphering in the vernaculars. The Superintendent and Deputy Inspector would settle the question of methods and instruments. It seems possible that in a jail no one could be found to teach in the European way. In that case it would be necessary to fall back upon the native processes. In the first experiment I would not sanction the introduction of paid teachers. It should be made by the instrumentality of the convicts themselves. But if in the two jails selected by Colonel Wilson there should be no persons capable of conducting the experiment, I would sanction the transfer of the most competent convicts from other jails for the purpose.

5. I am sorry I cannot pass the draft submitted by the Chief Secretary, though I agree with much that it contains, because it contemplates the general introduction of the system, as I think, precipitately. I consider that it would be much preferable to make a local experiment.

6. If there are no jails at the present moment in which the system of intramural labor is thoroughly carried out, the Inspector-General, in connexion with the Superintendent, should first enforce in two jails selected by him the perfect organization of such labor, and then graft the educational system upon it.

7. On the whole, I am disposed to believe that, with reference to adults, the present proposal is rather premature, but I see no reason why a prudent beginning might not be made. We shall at any rate accelerate the introduction and organization of skilled intramural labor.

8. In connexion with this subject I would call upon the Inspector-General to send in a special report of the provisions for teaching juveniles at present actually in force in the Central and District Jails, both with reference to trades and learning, and a return of the number of juveniles under tuition. Although we have been disappointed in obtaining a reformatory, much might be done for the segregation and education of the young in the existing jails.

No. 91.—OCTOBER 29, 1868.

On the necessity of nominating a Special Medical Officer to the charge of the Madras Lunatic Asylum.

In a recent letter, covering replies to certain questions circulated by Sir James Clarke, respecting labor in Lunatic Asylums, the Inspector-General of Hospitals, Indian Medical Department, reiterated an earnest expression of his opinion that, for the proper organization and supervision of the new Lunatic Asylum of Madras, the services of a special medical officer would be indispensable.

2. The sentiments so authoritatively expressed by Dr. Mackenzie cannot but command the respect and concurrence of the Government. I have myself been long convinced that they are founded in the most obvious considerations of prudence and economy. We have built a large establishment for the restraint and treatment of lunatics of both sexes and of all classes, civil, criminal, European, and native, on a system prescribed by the Supreme Government, of which we possess no previous experience, and which, if it possesses peculiar merits, certainly offers peculiar difficulties. Everything that constitutes a remedial institution on the modern European footing has to be introduced and exercised for the first time. The classification of the insane, the regulation of their common social life under the cottage system, their recreation, their education, their cure, their employment in various descriptions of appropriate labor, all the processes of benevolence and

science have to be studied and carried into effect. I do not see how this novel and multifarious duty can be performed here, except by the undivided attention of a medical officer who has bestowed a particular study on the subject. Without this the just solicitude of the Government would probably be frustrated; without this the generous expenditure of the Government would be cast away.

3. The necessity, of which I entertain so strong an impression, is not only proved by reference to Madras. Three lunatic asylums on the same system are to be constructed and organized at Vizagapatam, Trichinopoly, and Calicut. These asylums will be placed under the medical officers of the respective stations in conjunction with other duties, and it is to Madras that those officers will probably look for pattern and guidance. The institution here will be the model institution. On its success, the success of the others will materially depend.

4. My first impression was that it would be desirable to constitute the Superintendent of the Madras Asylum Inspector-General of Lunatic Asylums, and give him certain powers of visitation and control in the subordinate institutions. I find, on consulting Dr. Mackenzie, that there are serious obstacles to this arrangement, which would scarcely be compatible with the claims of official seniority or, perhaps, with the functions of the local Deputy Inspectors-General in the Medical Department. I have, therefore, abandoned this project; but I think (and I state this with the authority of Dr. Mackenzie) that the Inspector-General should be directed, from time to time, to visit the provincial asylums to inspect their progress. He would carry with him a perfect knowledge of the system practised in the Madras institution, formed and directed under his own eye, and he would thus bring a greater amount of information to bear on the provincial establishments, than the Deputy Inspectors-General would probably possess.

5. With these views I submit that this Government should once more address the Government of India, respectfully submitting their hope that the previous decision of the Supreme Government may be re-considered, and that authority may be granted for the nomination of a special medical officer to the charge of the Lunatic Asylum of Madras.

No. 92.—OCTOBER 30, 1868.

On the measures of reform affecting the Court of Small Causes at Madras suggested in a Memorandum drawn up by Mr. Jones, Assistant Secretary to the Government of Bengal.

I had recently the pleasure of making the acquaintance of Mr. Jones, Assistant Secretary to the Government of Bengal, and, in the course of conversation with him on matters of common interest to the two Presidencies, he urged upon my attention the advantages which were attached to the substitution of stamps in lieu of money payments in Courts of Justice, an innovation already sanctioned in principle by the Government of Madras. In illustration of this subject, Mr. Jones obligingly described to me the material arrangements which he had carried into effect in the Court of Small Causes of Calcutta, with the approval of the Government of Bengal, by which the avenues to justice had been rendered more accessible to the poorest and most ignorant class of suitors; he explained to me the modifications in the establishment and constitution of the Court which were contemplated, with the view of giving it more despatch and efficiency in the circle of its present powers; and he submitted a variety of speculative suggestions

for the development and improvement of Small Cause Court jurisdiction which appeared to me to be well worthy of consideration. The information afforded on these topics by Mr. Jones inspired me with a desire at least to institute the ameliorations in this Presidency which were in progress elsewhere, and to enlist the good offices of Mr. Jones in setting them on foot. I requested Mr. Jones to make himself acquainted with the working of the Small Cause Court at Madras, and to place a memorandum in my hands with reference to the introduction of stamp payments and other changes, which I might make the basis of a communication to Council. Mr. Jones applied himself to this voluntary, extra-official, and disinterested task in a spirit which could only be prompted by a genuine zeal for the public good. By the obliging mediation of Mr. Ellis, he was put in friendly correspondence with the Judges of the Small Cause Court, and by their aid he has been enabled to present to me the accompanying report, in which he has advocated an extensive reform, but with every possible indulgence for the shortcomings of the past and with a judicious consideration for the personal interests which have grown up under the existing system. I do not impart this memorandum to my colleagues as embodying my definitive opinions in every respect, but it contains much that I heartily concur in, and nothing with which, as at present advised, I see cause to disagree.

2. The various reforms adverted to in Mr. Jones' memorandum affecting the Court of Small Causes at Madras, or this branch of jurisdiction in general, seem to me to fall naturally under three heads:—

(1.) Measures which could be summarily introduced under the authority of Government by the agency of the Small Cause Court Judges.

(2.) Measures which should be determined by Government on deliberation with or without the assistance of preliminary reports from the Judges of the Small Cause Court, or from the Judges of the High Court.

(3.) Measures which would properly form the subject of legislative discussion and enactment.

3. The changes recommended by Mr. Jones which might in my humble judgment be safely carried into effect at once by the Judges of the Small Cause Court may be enumerated as follows:—

(1.) The introduction of adhesive stamps in lieu of money payments, adopting for this purpose the foreign bill and receipt stamps, of which there exists so large a reserve in the Madras Stamp Office. Three methods for adapting and designating these stamps are exhibited on the title page of Mr. Jones' report. I would recommend the form marked No. 1 on the left hand side of the engraved illustration. (Paragraphs 2, 3, 4.)

(2.) The nomination of Stamp Vendors by the Treasurer of the Court on his responsibility, in consideration of a fixed allowance of Rupees 50 per mensem to be made to him for that purpose. (Paragraph 6.)

(3.) The institution of stamp stalls, with the appropriate apparatus proposed by Mr. Jones.

(4.) The admission of plaintiff writers for the convenience of the most ignorant class of suitors. These might either be free writers licensed by the Judges to practise under inspection and control, with regulated fees, within the limits of the Court, or official Clerks nominated to perform this duty, in which case their services ought, I think, to be gratuitous—one of the chief objects of the contemplated reform being to liberate the initiatory stages of litigation from petty

exactions. I incline to the second expedient, but I would leave the decision of the question to the discretion of the Judges. (Paragraph 8.)

(5.) The sanction of certain proposed arrangements in the process department, by which it is hoped that the complicated procedure and oppressive delays now prevailing may be done away with. The arrangements in question contemplate the extension of the hours of business, provisions for the circulation of papers, the repartition of work, the issue and return of summonses, the form of subpoenas, the record of actions, of costs, of fees, and many other particulars respecting which the memorandum of Mr. Jones contains the most specific instructions. (Paragraphs 7—23.)

The measures adverted to have chiefly reference to the machinery of the Court and to other features of material organization which are more or less of a tentative character, and which are within the observation and competency of the Judges. They are matters on which the Government could probably not deliberate with much knowledge, and with which it would be superfluous to occupy the time and attention of the High Court. In regard to this class of suggestions I would charge the Judges of the Small Cause Court to adopt the proposals of Mr. Jones as the basis of their deliberations and action, maintaining, of course, the independence of their own judgment in any modifications which they may deem desirable. I would authorize the Judges to carry out the resolutions, which they may embrace at their discretion, without reference to Government or any other authority, but instruct them to present to Government a report of their proceedings when the new arrangements have been in operation for some time. The value of these subordinate, but still important, changes can only be tested by experience. It is not improbable that alterations may suggest themselves to the Judges while the projected system is in course of inauguration. I would give the Judges the greatest possible latitude for experiment and judgment before sanctioning any fixed rules. I would direct them to avail themselves of the friendly co-operation of Mr. Jones in initiating the new regulations, and I would ask Mr. Jones to grant the Judges the benefit of his experience and assistance.

4. The second category of measures proposed by Mr. Jones are such as appear to me to claim a more deliberate review on the part of Government either independently, or in connexion with an official expression of opinion on the part of the Judges of the Court of Small Causes or on the part of the Judges of the High Court. Such are—

(1.) A revision of the scale of fees with the limited purpose of accommodating it to the adoption of the adhesive stamps at present in use. The half anna receipt stamp being the only stamp which represents a fraction of an anna, fractions of the half anna must be abandoned. The proposal has been adopted in Calcutta. It is conformable to the provisions of the Act, which enables the Governor in Council to lessen the amount of fees. The Judges of the Court should be directed to submit a scale of fees modified for the purpose mentioned above for the formal sanction of Government. (Paragraph 5.)

(2.) The scale of establishment and salaries suggested by Mr. Jones in the process department and the removal of superannuated officers. These proposals should be referred to the Judges of the Small Cause Court for consideration and report. (Paragraphs 23, 24, 25.)

(3.) A searching review of the present establishment of Bailiffs. This

department of the executive of the Court should be carefully scrutinized by the Judges, in order to remove agents of untrustworthy character, and substitute men of integrity. The Judges should give their best consideration to the remuneration of these officers, both with reference to the amount of such remuneration and to the source from which it ought to be derived, whether from fixed salary or from fees, or partly from salary and partly from fees. (Paragraphs 26—31.)

(4.) The establishment and salaries suggested by Mr. Jones for the Judges' Courts, embracing the number, the functions, and the remuneration of Clerks and Interpreters, with various suggestions for the economy of time, for the conduct of business, and the security of the suitor, such as the abrogation of the long vacation and the substitution of the privilege leave system, the introduction of printed cause lists for distribution among attorneys and pleaders, the custody of suitors' property, &c. To be referred for report to the Judges of the Court. (Paragraphs 32—50.)

(5.) The creation of the office of Registrar in the Court of Small Causes and the establishment and salaries proposed by Mr. Jones for the new department. The expediency of nominating a Registrar, with the view of relieving the Judges of all *ex parte* cases and other routine business, is fully demonstrated by Mr. Jones, with reference to the nature and amount of business before the Court.

It will not be necessary for us to refer this point, I think, either for the consideration of the Small Cause Court Judges or for that of the High Court. I would assume the creation of the office, and refer the project submitted by Mr. Jones respecting the powers and functions of the Registrar, and for the constitution of his establishment, to the consideration of the Judges. Pending the passing of a legislative enactment for the institution of a Registrar, the Government of Bengal have nominated the Clerk of the Court to be a fifth Judge under powers which they possess to that effect, and have invested the fifth Judge with the functions belonging to the office of Registrar. They have thus in Calcutta been able to inaugurate the new system without awaiting the intervention of the legislature. There are obvious reasons which prevent the adoption of the same course by the Government of Madras. I think, however, that this Government might direct the third Judge of the Court to assume the functions of Registrar, leaving the superior judicial business to be transacted for a time by the two Senior Judges. In this way, the new system might be carried into effect with promptitude, and the nomination of a Registrar under the enactment required would at no distant date relieve the Senior Judges of any extraordinary labor that might be imposed upon them, and restore the business of the Court to a normal condition. It may indeed be questioned whether the duties of the Senior Judges would really be rendered more onerous. The appointment of a Registrar implies not an increase, but a re-distribution of the work. The reform of the Court will, indeed, it is hoped, be followed by a gradual development of litigation, but that development would not occur to any material extent until the Court was prepared by the nomination of a duly authorized Registrar to meet it. (Paragraphs 36—50.)

(6.) The establishment and salaries proposed for the Treasurer's Department, the suggestions for the conduct of business in this department, for the refund of half costs in compromised cases, for a better system of accounts, for the

disposal of balances, and the reduction of cash transactions. These matters should be brought under the notice of the Judges of the Court for their opinion. (Paragraphs 51—54.)

(7.) The sale of jewels and other unclaimed property which have accumulated in charge of the Court since its constitution. The Judges should be required, I think, to state under what circumstances unclaimed property has been thus allowed to accumulate, what precautions have been taken for its safe preservation, whether any objections exist to its immediate sale; and they should be directed to frame rules for the disposition of such property in future, and submit those rules to Government. (Paragraph 49.)

(8.) The institution of an audit of the accounts of the Court conformably to the provisions of the Act. Very convincing grounds are adduced by Mr. Jones in support of this proposal. I think that the Government should affirm the expediency of the measure, appoint a special auditor to examine the accounts of the two last years, and call upon the Judges of the Court to state in what manner and at what periods this scrutiny can best be carried into effect in future.

(9.) Supposing the establishments recommended by Mr. Jones to be sanctioned, the concession at once of the mean amount of salary to all officers of the Court now receiving lower allowances than the amount contemplated by Mr. Jones as the mean remuneration to which they would be severally entitled. This suggestion should be referred to the Judges of the Court for their opinion. (Paragraph 61.)

(10.) A general reduction of the fees payable in the Presidency Court of Small Causes. This measure is advocated by Mr. Jones on the ground that a reduction of fees would lead to an increase of litigation in the Court, which would eventually more than indemnify Government for any loss which they might in the first instance sustain. I do not dispute the justice of this argument. It seems probable to me that, if the business of the Court of Small Causes here has exhibited a serious decline, while that of the Calcutta Court has steadily expanded in connexion with the commercial development of the place, it has not only been owing to the complications, embarrassments, and delays with which this branch of jurisdiction has been clogged, but still more to the amount of costs with which litigation is charged in its initiatory stage, a burden which the poorer and less enterprising suitors of this Presidency are so ill able to support. A diminution of the fees now levied would no doubt encourage a number of persons to resort to the Court who are deterred by a dread of its exactions, and thus the Government would receive hereafter a gratifying compensation for the liberal sacrifice which they might at present make. I would not, however, ground my advocacy of a reduction of the scale of fees solely or chiefly on the expectation of an eventual financial return. A view of these charges has affected me with a warm sense of their oppressive nature, and the Government may well consider whether, in maintaining this prohibitory duty on the justice of the poor, they are not reviving in a specious and legal form the hardships to which the indigent suitor was in other times subjected by partiality and corruption. It is not necessary for me to recall to the memory of my colleagues the impressive reflections recently offered by the Advocate-General in connexion with the discussion on the Stamp Act, the provisions of which are about to be mitigated. Surely the same reflections may be applied here with equal cogency. The present costs in

suits of higher values in the Presidency Small Cause Court are higher as I am assured than in the High Court itself. They are higher than in the Provincial Small Cause Courts; much higher than in Mysore. The accompanying return exhibits the several scales. I propose that the question of costs in the Presidency Small Cause Court be submitted, in connexion with Mr. Jones' report, to the consideration of the Judges of the High Court, with a request, on the part of Government, to be favored with their opinion as to the effect of these charges on the business of the Court and on the interests of justice. I am aware that it was the declared intention of the Government of India that the Courts of Small Causes should be self-supporting; and I know that the Presidency Court, after exhibiting for several years a deficit, scarcely does more at present than pay its expenses. I do not, however, consider that Government should permit themselves to be influenced by these considerations if there is ground for believing that legitimate litigation is actually impeded. The distribution of gratuitous justice may be a generous illusion; but surely legal proceedings should be taxed to suppress, vicious and frivolous litigiousness, not primarily to defray the expenses of adjudication. (Paragraphs 40, 41, 42.)

6. Among the measures touched upon by Mr. Jones for the improvement of Small Cause Court jurisdiction which imply the intervention of the legislature, there is only one which demands our immediate action. I mean the creation of the office of Registrar, which requires an enactment. I propose that Mr. Mayne should be instructed to prepare a Bill for this purpose, which may be presented to the Legislative Council as soon as Government has received the reports of the Small Cause Court Judges on the other parts of the scheme. Mr. Jones has, however, in paragraph 59 of his memorandum, offered a brief summary of various measures of reform, involving several important topics of discussion, which, if deemed worthy of adoption, would necessitate a reconsideration of the whole of the existing Act. These suggestions are now under discussion in Bengal, where the Local Government has been requested to prepare a Draft Bill for the amendment of the Small Cause Court Act, in communication with the Judges of the Court, which will be submitted to the Government of India. Before taking any direct action on these proposals, I think that this Government would do well to await the definitive project of the Bengal Government. We should then be able to bring the whole question under consideration with the benefit of authoritative opinions and of any suggestions which public discussion here may produce during the interval. The scheme of a comprehensive measure of reform by legislation hereafter need not interfere with the practical ameliorations in the working of the Court within the circle of its present powers which are contemplated by Mr. Jones' memorandum. I would, however, request the Government of Bengal to supply this Government with copies of any correspondence which has taken place, or which may hereafter take place, on this subject.

7. In conclusion, I would suggest that copies of Mr. Jones' memorandum and of any proceedings of Government on this question may be communicated to the Madras Chamber of Commerce and to the Trade Association. It would also be desirable, I think, to publish the memorandum, without the appendices, as a Supplement to the Gazette, so that as wide a circulation as possible may be given to matters which have a vital interest for the trading classes both in the capital and in the provinces.

Advocating the transmission to the Supreme Government of the Scheme for Municipal Water-supply to the Town of Madras, with a recommendation that the Supreme Government should advance the sum requisite for its execution as a loan, bearing interest at six per cent.

The scheme submitted by the Municipal Commission for the delivery and distribution of water in Madras is one which has strong claims on the favorable consideration and the advocacy of Government. It has the recommendations of simplicity, comparative cheapness, and adaptation to local circumstances. It is popular and national in its character. It aims at doing the greatest amount of good at the least possible cost. It consults the interests and habits of the native poor. It imposes no intolerable charge on the rich. It can be carried out without a new tax or rate. In its general features it is framed on a model which has succeeded elsewhere.

2. In adopting the principle of distribution by gravitation, the Municipal Commission has escaped the formidable expenditure which would be entailed by the use of steam-power in raising the water and delivering it under artificial pressure. They have, however, gained this advantage at a sacrifice of quantity. The water must be drawn from the Red Hills reservoir at a level six feet above that which was originally contemplated; instead of forty millions of cubic yards only thirty-two millions will be available for the use of the town, and fifteen and a half millions of cubic yards are rendered useless for the purposes of irrigation, by which the Government incur a serious prejudice.

3. Balancing the advantages of the project against the disadvantages, I find that the former greatly preponderate, and I advise that the project be adopted by Government, with this condition, however, that the just expectations of Government, with reference to the returns to be derived from the combined scheme of irrigation and water-supply, be secured. It was on the declaration of this Government that the scheme would be a profitable one; and on the data supplied in support of that opinion, that the Government of India advanced the funds which are being expended on the supply channels and the storage basins. This Government must leave nothing undone to redeem engagements offered and accepted in good faith.

4. The combined scheme of irrigation and water-supply cannot be termed profitable or reproductive, unless it yields at least seven per cent. on the capital expended—five per cent. for interest, and two per cent. for repairs, management, and other incidental charges. The outlay contemplated by Government for their part of the work will certainly not be less than eight lakhs, and the minimum interest, which they could accept, would be Rupees 56,000 per annum. How is this sum to be obtained? Subtracting thirty-two millions of cubic yards for the water-supply of the city, and fifteen millions of cubic yards sacrificed as above stated, there will remain available for the purposes of irrigation, in addition to the quantity now used, a surplus supply of fifty-three millions of cubic yards. Allowing 7,000 cubic yards for the irrigation of an acre of land, and assuming 7 rupees as the water rate, the surplus supply of fifty-three millions will yield Rupees 53,000 per annum, still leaving a deficit of Rupees 3,000 to be provided from some other source. This deficit can only be covered by charging the Municipality for the water supplied to the town, and it is conformable to our previous declarations that the price should be the price yielded by irrigation.

Thirty-two millions of cubic yards applied to irrigation would return Rupees 32,000 at the rates indicated above. It would not be consistent to accept less from the town. As the Municipality, by adopting the economical system of distribution by gravitation, have deprived Government of fifteen millions of cubic yards of water, which will now lie idle in the tank, owing to the high level at which the town supply will be taken off, it would be strictly equitable that the Government should charge the Municipality for this amount also. I do not, however, propose that this should be done. I would charge the Municipality for what they get, not for what is lost for their convenience. I trust that the Supreme Government, taking into consideration the new charges to which the town will become liable for the distribution part of the scheme, will not enforce their rights to payment for water to the uttermost. The project is not simply a remunerative irrigation work. It is one of great importance to public health and public convenience. The Government of India will probably be inclined to sanction an abatement, which will still leave us in the enjoyment of a reasonable rate of interest, more than seven per cent., upon the outlay of the State.

5. I need scarcely observe, that the present scheme, if it were simply an irrigational work, would be amply remunerative. As such, 100 millions of cubic yards of water would be available, which would yield a return of Rupees 1,00,000 on an outlay of eight lakhs, or twelve and a half per cent.

6. I may here remark that I do not think that the retention of fifteen millions of cubic yards in the lake, in consequence of the high level at which the town supply will be drawn off, is in all respects to be regretted. The reserve of a large body of water in the reservoir will conduce to its purity, and the basin being well filled at all seasons of the year will be an ornament to the landscape, and a permanent source of recreation and salubrity, instead of being for several months a swamp, as it is at present.

7. The Government should, in my opinion, forward the scheme for municipal water-supply to the Supreme Government, with a recommendation that the Supreme Government shall advance the sum of Rupees 12,80,000 to the Municipality of Madras as a loan, bearing interest at six per cent.—four per cent. as current interest, and two per cent. as sinking fund for the extinction of the capital debt, such being, as I understand, the terms on which money is being advanced for the same purpose to the town of Calcutta—the Municipality of Madras engaging to pay to Government 7 rupees per annum for 7,000 cubic yards of water furnished, and the Government of Madras recognizing a prior claim on the part of the Municipality to thirty-two millions of cubic yards per annum.

8. I would recommend, at the same time, that the Government should order surveys to be made of the hills in which the head-waters of the Cortilliar river have their sources, with the view of discovering convenient sites for additional storage basins. There cannot be the slightest doubt of the sufficiency of the Cholaveram and Red Hills tanks in all seasons except those of the most exceptional dryness, but such a season did occur in the early part of the present year. The Government ought to be prepared for the worst, and an additional reserve of water might be serviceable not only to guard against the danger of a defective rainfall, but also to provide for an increasing demand on the part of the city, and for a larger area of wet cultivation. In fact, with an increased water-supply available for the purposes of irrigation, the returns from that source alone might

eventually become so considerable that the Municipality might receive the portion requisite for its wants gratuitously.

No. 94.—NOVEMBER 9, 1868.

On the expediency of sanctioning a Special Educational Grant to the Professors of the Roman Catholic College at Negapatam.

I think we ought to adhere to the principles laid down in the order of the 17th of June. The amount of grants specified in Mr. Powell's letter appears to me most reasonable and appropriate. He takes the Masters or Professors of the College, endeavours to estimate their respective accomplishments and teaching standard, and pays them accordingly. If we consider that the teachers and directors in the higher Roman Catholic Schools must necessarily be for some time at least for the most part priests and foreigners, I think it most reasonable to deal with them exceptionally and according to an equitable appreciation of their intellectual value. It may be true that more is spent on the College or High School of Negapatam than on the other institutions of the district which have a greater number of scholars, but this too I approve of. The College is about to be enlarged; it will have a great accession of scholars; and it deserves our particular consideration as the first attempt to introduce a liberal kind of education among our Catholic population, the most backward in the country. The liberal treatment of this school will be a great encouragement to the Catholics elsewhere to join the educational movement of the time, and compete with their Protestant and Heathen fellow countrymen. I recommend it as a measure of general policy, as well as of educational interest.

No. 95.—NOVEMBER 12, 1868.

On a Memorial from the Members of the Madras Covenanted Civil Service representing the inadequacy of the Retiring Allowances granted to them.

I have considered the memorial from the Members of the Civil Service to the Secretary of State, praying that "while the principle of the existing scheme for providing retiring allowances is preserved, the benefits derivable therefrom may be increased, by raising the fixed sum given by the State from £600 to £800 per annum, and thus increasing the total retiring allowance from an average sum of £775, and a maximum of £1,000 per annum, to an average sum of £975, and a maximum of £1,200 per annum available under the same conditions as at present exist;" and I am bound to state that after an attentive consideration of the arguments advanced in it, and the figures in the annexures, the impression left on my mind is that it will be nothing more than an act of justice to accede to the prayer of the memorialists.

2. It seems that so long ago as 1825 the Court of Directors of the East India Company instituted a scheme for enabling their Civil Servants to retire on a moderate competency after a certain period of service, which, with some modifications, is still in force. The basis of the scheme was simply that every Civil Servant should be able to retire after twenty-five years' service (of which twenty-two must be passed in India) on £1,000 per annum, and in order to carry this

scheme into effect it was resolved to grant every Civil Servant after twenty-five years' service a pension of £500 a year to be supplemented by an annuity of £500 per annum to be bought by him.

3. This annuity was to be paid for by deductions from his salary from the moment of his entering the service, and it was calculated that by a deduction of four per cent. on the average receipts of a Civilian during the first twenty-five years of his service, a sum of Rupees 38,876 would be realized, which, supplemented by a fine of about Rupees 10,000, would suffice to pay for the annuity of £500.

4. The scheme was adopted, and from that time to the present every Covenanted Civilian has been bound by the terms of his contract to subscribe to the Civil Fund, the ostensible benefit to be derived from which was the possibility of retiring from the service after twenty-two years spent in India, with a pension of £1,000 a year.

5. It is clear, therefore, that one of the greatest inducements held out to young men to enter the Indian Civil Service was the prospect of this retiring allowance, and if through the altered circumstances of the public service, and through no fault of the Civil Servants themselves, the scheme has failed to answer the expectation of its framers, it seems to me that it is only just and equitable to take such steps as will, with least cost to the State, restore to the members of the Civil Service the advantages in the way of retiring allowances which their former masters intended that they should enjoy, and which they appear to have lost to a considerable extent; and I do not see a fairer, simpler, or less expensive method than that suggested in the memorial.

6. A short analysis of the figures in the annexures shows that so far from the average subscriptions during the first twenty-five years of service reaching 38,000 rupees, they have during the last five years only reached 21,000, which will only purchase an annuity of about £175, while after an average service of thirty-one years the average annuity purchaseable is only £324. Moreover, the State profits so largely, by the accumulations by lapses, over-payments, &c., that during the last twenty years it has thus received a sum of over 13 lakhs of rupees, which would have sufficed to have given an extra annuity of £130 per annum to each of the ninety-one annuitants during that period; in other words, out of every pension granted by the State £130 is not a charge on its finances at all. Again, from the late report on the Civil Fund by Mr. Brown, the Actuary, it appears that the rates at which Government have been in the habit of calculating the amount payable for an annuity are so unduly high that the difference between the Government's and the Actuary's rates would suffice at the end of twenty-five years, and at an average age of fifty-one, to purchase an extra annuity of £34, so that out of every pension of £600 the sum of £164 is in reality paid for by the members of the Civil Service, and the real pension given by the State at its own cost to its Civil Servants is not more than £436 per annum.

7. The argument advanced by the memorialists in the last paragraph but one of their memorial, to the effect that the emoluments of the Civil Service have been steadily diminishing during the last twenty years, and that the cost of living both in India and in England has much increased, while the value of money has correspondingly decreased, and that £1,000 does not now nearly represent what it did in 1825, is entitled to every consideration. It is in fact irrefutable. It is next to impossible for any Civilian, even if he does not marry

till after he has served for ten or twelve years, to save any money, while those who remain unmarried cannot save anything like what used to be the rule rather than the exception twenty-five years ago.

8. It appears to me, however, that it is sound policy to encourage the advent of young men of the highest character and intelligence in Great Britain to India in the Civil Service, and that no more effectual means to that end could possibly be devised than a system of liberal retiring allowances.

9. I am glad to find that my colleague, the Honorable Mr. Phillips, takes the same view of the question. The Honorable Mr. Arbuthnot is of opinion that it is "impossible to resist the conclusion that a further revision of the rules relating to retiring allowances in the Covenanted Civil Service is called for," though he does not consider it advisable to hold out any "inducements which would have the effect of very materially reducing the average period of service," which at present is about thirty years, and he quotes Sir Bartle Frere in support of this view. He then proposes that the Annuity Fund should be abolished, and a graduated system of pensions, commencing at twenty-five years' service, established; the minimum pension to be £800 per annum, rising by annual increases of £80 to the maximum of £1,200 per annum, while, in order to counterbalance the increased cost of these pensions to the State, the present 4 per cent. deduction from salaries should continue to be made but be credited to the General Revenues. This is tantamount to a 4 per cent. reduction of salaries to which I should scarcely be prepared to accede.

10. It also seems to me that inasmuch as young men now enter the service three years later in life (that is, at about twenty-three instead of at about twenty) than was the case formerly, and inasmuch as the tendency of the new Furlough Rules is, by promoting non-residence, to make them qualify for retirement later in life, it will be rare to find one of them who is qualified to retire before the age of fifty, while the tendency of Mr. Arbuthnot's proposal would be to induce them to stay on in the service till the age of fifty-five. Now granting that the best years of an Indian official's life are those between forty and fifty, I doubt whether it would be expedient to hold out inducements to Civil Servants to remain in the service five years longer.

11. As I said before, having given the matter my attentive consideration, I am of opinion that the members of the Civil Service have a claim on the Government for increased retiring allowances, and that the readiest and most acceptable mode of satisfying it is that set forth in the memorial, the prayer of which I heartily recommend to the favorable consideration of Her Majesty's Secretary of State for India.

12. The unfavorable manner in which the Civil Service pensions contrast with those of other branches of the public service has been so strongly remarked on by Mr. Arbuthnot in his Minute as to call for no observation from me beyond the expression of my concurrence in his views on that point.

No. 96.—NOVEMBER 16, 1868.

On the question of the right of the Travancore Courts to exercise Criminal Jurisdiction over European British Subjects residing in Travancore Territory.

It is acknowledged that the Sovereign of Travancore previous to the Proclamation of the Governor-General in the *Gazette*, of January 10th, 1867, possessed

rights of jurisdiction over European British subjects resident in, or travelling in, the State of Travancore, not being servants of the British Government.

The ample recognition of these rights, embodied in the letter from the Secretary to the Government of India to the Secretary to the Government of Madras under date of June 12th, 1837, and in the letter from the British Resident to the Dewan of Travancore under date of August 14th, 1837, have never been qualified, or impaired, by any subsequent communication as far as I am aware. The Advocate-General in his opinion, under date of September 28th last, has indeed stated (paragraph 4) that—"the criminal jurisdiction over European British subjects, hitherto exercised by the Travancore Courts, does not appear to rest upon any treaty, but to have been ceded by courtesy and comity."

The Advocate-General has not adduced any argument, or evidence, to support this assertion. No treaty was necessary to confer on the Sovereign of Travancore a right which is inherent in free and absolute sovereignty, and which is perfectly consistent with that modified description of independence which even the warmest advocates of the "Paramount Power" must recognize in the State in question. No act or declaration of the British Government is cited to prove that the British Government did, at any time, exercise or claim criminal jurisdiction in the State of Travancore, much less exclusive criminal jurisdiction over European British subjects as of right, or ever did cede such jurisdiction from motives "of courtesy or comity." In the absence of argument and evidence to that effect, I am constrained to abide by the terms employed in the communication from the Secretary to the Government of India to the Secretary to the Government of Madras, which I understand to affirm a general original right of jurisdiction in the Travancore Sovereign in common with other Native Sovereigns. "Europeans residing in the territory of Native States, not being servants of the British Government, must be held to be in all respects, and in all cases, civil or criminal, subject to the laws of the country in which they reside." It is true that, in practice, the jurisdiction of the Courts of Travancore over European British subjects has been in criminal cases, and even in civil cases, exercised in a greater or less degree, under the concurrence and control of the British Resident, by mutual accommodation and agreement, and by the courtesy and comity of the Sovereigns of Travancore. It cannot, however, in my opinion, be contended that this practical suspension, or delegation of a portion of the right of sovereign jurisdiction by the Sovereigns of Travancore to the British Government for mutual convenience, impaired the right in principle, far less did it accord to the British Government the power of taking away, arbitrarily, that portion of the right which was never delegated or suspended at all.

2. Assuming then that, prior to the date of the proclamation of the Governor-General of January 10th, 1867, the Sovereign of Travancore did possess the rights of jurisdiction over British European subjects inherent in sovereignty, and did exercise them as far as was consistent with the mutual convenience of the British Government and his own, I proceed to inquire whether the aforesaid proclamation was intended to abrogate those rights of jurisdiction, or did abrogate them.

3. The meaning of the proclamation must be sought in the meaning and intention of the Act from which the proclamation derives its power. The Act empowers the Governor-General of India in Council to authorize any High Court to exercise its jurisdiction "in respect of Christian subjects of Her Majesty

resident within the dominions of such of the Princes and States of India in alliance with Her Majesty as the said Governor-General in Council from time to time may determine."

As I am not acquainted with the circumstances, or motives, which determined the passing of the Act in question, or with any debates or correspondence which occurred in connexion with it, I am compelled to interpret it by a simple consideration of its terms in connexion with the principles of justice and the policy of Her Majesty's Government towards the Native Governments of India.

Do then the terms recited above mean that the Governor-General may, by the simple exercise of his direction, divest a Native Sovereign of original and inherent powers of jurisdiction over Christian subjects of Great Britain resident in his territories, and extend the exclusive jurisdiction of any High Court over such subjects, irrespective of any treaty between the British Government and the Native Prince, or irrespective of any voluntary or stipulated concession or arrangement on his part? Or do these terms mean that the Governor-General may confer on the High Court concurrent jurisdiction over Christian subjects in a Native State, in cases of contravention of the laws of that State, to be exercised failing the exercise of the jurisdiction of the Native Sovereign, or in connexion with it, or instead of it, supposing the right of jurisdiction to be ceded by the Native State generally, or waived by it in particular cases? Or do these terms mean, as contended by Sir Madava Row, that the Governor-General may confer on the High Court jurisdiction over Christian British subjects in cases of offences against the British Laws, committed on the territory of a Native State, the criminal being surrendered by the Native State, or arrested on British territory?

4. I cannot bring myself to believe that the framers of the Act contemplated the abrogation of the jurisdiction of a Native Sovereign, irrespective of his assent expressed in one form or another. There is not one single word in the Act sanctioning such an interpretation, not one word referring to the limitation or annulment of Native jurisdiction; nor can I readily credit that it was the intention of Parliament to sanction the extinction of the prerogative of a Native Sovereign by simple implication and substitution. Not only would such an intention, on the part of the British Legislature, be defective in principle, but it would be most obnoxious in practice, to the reproach of harshness and discourtesy. It may be safely asserted that the British Legislature would only contemplate the exercise of a power so arbitrary and extensive if it was absolutely necessary for the protection of the lives and liberties of British subjects. But there is no such necessity alleged or existing. In some Native States British subjects enjoy all the benefits of humane and enlightened justice as in Travancore. In others this might not be the case. But in all the jurisdiction by the Native Sovereign would be instantly surrendered, if desired by the British Government. The representations of the Viceroy, urged through the channel of the British Resident, and backed by the prestige of British power, would be immediately operative, and the British Government would by treaty or capitulation, or by some legitimate instrument or other, readily obtain all the rights it could desire. To confiscate the jurisdiction of a Native Sovereign would, therefore, not only be unjust, but superfluous and wanton. It would be a gratuitous infraction of the rights of the weak and the submissive. I may add that it would be inconsistent with the terms of that memorable Proclamation in which Her Majesty the Queen was

graciously pleased to say, "We shall respect the rights, dignity, and honor of Native Princes as our own."

Under these impressions I certainly entertain the opinion that the framers of the Act referred to did not contemplate that the authority conferred on the Governor-General was to be exerted for the arbitrary abrogation and assumption of the jurisdiction of Native Princes, and the transfer of exclusive jurisdiction to the High Courts, but for a concurrent and auxiliary jurisdiction, or for the lawful substitution of the High Court jurisdiction for that of the Native Prince, when the Native jurisdiction was legitimately ceded. I do not think, with the Dewan of Travancore, that the assertion of the jurisdiction of the High Court had solely or mainly reference to crimes committed against British Law on the territory of Native Princes, though those might, no doubt, be included. I hold that the purpose of the framers of the Act was a wider one, that they contemplated the transfer of jurisdiction from the Native Court to the High Court in reference to all offences whether against the law of the Native State, or the British Government, or both, but always with due respect to the "rights, dignity, and honor" of the Native Prince, a respect which it is so easy and so good to observe.

5. Passing from the terms of the Act to the terms of the Proclamation, I find it stated thus—

"The Governor-General in Council is also similarly pleased to declare, in virtue of authority conferred upon him by the Act XXVIII, Vic. Cap. 15, that original criminal jurisdiction over European British subjects, being Christians, resident in the Native States and Chiefships below named, shall, from this time forth and until further orders by the Governor-General in Council, be exercised by, and distributed among, the several High Courts of Judicature in India, respectively, as follows:—

"By the High Court at Madras in Travancore, &c."

Original criminal jurisdiction over European British subjects of Her Majesty being Christians resident in Travancore is, therefore, to be exercised by the High Court at Madras. But for what class of offences, and under what circumstances, it is not specified. There is not a word pointing to the limitation, or abrogation, of existing rights of Native jurisdiction. Following the same course of argument which I have used in respect to the Act of Parliament, I am bound to hold that the true intent of the proclamation must be that a concurrent jurisdiction is conferred on the High Court to be exercised as an alternative with reference to offenders against the laws of Travancore voluntarily surrendered, or freely delivered up to British authority on the request of the Resident, or a complete or exclusive jurisdiction with reference to offences committed against British laws in the territory of Travancore, or a jurisdiction with reference to all offences, should at any future time the jurisdiction of the Sovereign of Travancore be ceded in a legitimate form. The terms of the proclamation have, in fact, virtually and mainly reference to a state of things which does not at present exist, but which may be brought about by negotiation and mutual arrangement, either with reference to particular cases, or to European British subjects, being Christians, in general. In fact, I do not see how the provisions of the Proclamation can be carried into effect without preliminary negotiation with the Government of Travancore, for the High Court possesses no agency in the territory of Travancore by which the first steps of its jurisdiction can be exercised, and I do not conceive it possible that the Supreme Government

would desire the Government of Madras to *enforce* the surrender of a criminal under the lawful jurisdiction of the Sovereign of Travancore without previous concert, without the least alleged necessity, and against the wishes of the best and most enlightened of Indian Princes. Moreover, I can scarcely suppose that the Supreme Government, even if it had the power and the desire to annul and destroy the jurisdiction of the Sovereign of Travancore, would propose to do so without consulting the Government of Madras, which is so deeply interested in the concerns of that State, and which has had no reason to complain of the manner in which the jurisdiction of its Courts has been exercised over European British subjects.

6. It may be contended by those who hold that the Act of Parliament and the Proclamation do contemplate the summary abrogation of Native jurisdiction—

(1). That the right assumed by the British Legislature, and delegated to the Governor-General, is a natural exercise of authority on the part of the Paramount Power; and

(2). That the deprivation of jurisdiction inflicted on the Native Sovereign is unimportant.

7. The Dewan of Travancore, in addressing the Government of Madras on this subject, has taken high ground. He appeals to the maxims of international law, which regulate the relations of independent and co-equal European States.

I do not concur in this line of argument, though I do not blame the able Minister for advocating the rights of his Sovereign with dignity and spirit. There is a Paramount Power in the British Crown, of which the extent is wisely left undefined. There is a subordination in the Native States which is understood but not explained. I may affirm, however, with safety, that the Paramount Power intervenes only on grounds of general policy, where the interests of the Indian people, or the safety of the British Power are at stake. Irrespective of those features of Sovereign right which Native States have, for the most part, ceded or circumscribed by treaty, there are certainly some of which they have been silently but effectually deprived. No Native State can ally itself with another, or wage war upon another, or make treaties with European States. The Paramount Power would not suffer such manifestations of sovereign right. The Paramount Power would not allow a civil war in a Native State. It would decide a disputed succession, and supply the absence of succession. But it is not the policy of the British Government to exert the *ultima ratio* of Paramount Power in abridging the prerogative of Native Princes where that prerogative is exercised without the least prejudice to general interests, or where a desired result can be easily obtained by the ordinary processes of negotiation. Now it cannot be asserted that any general interest is at issue in the present case, and the Government of Travancore is perfectly accessible to reason. It would be altogether out of place to put the machine of Paramount Power in motion, to crush a jurisdiction which is used with humanity and discretion, and to intimidate a prince who is our friend and pupil.

8. But it may be alleged that the right of jurisdiction over European British subjects is a right which has no value in the eyes of a Native Sovereign, which he is ready and glad to part with on any terms. This is no doubt true in some cases. There are Native States with such a defective organization, or so insignificant, that they could not try an European offender, and would be happy to escape the responsibility of doing so. But this is not at all the case with

Travancore. The government of Travancore is administered under a very intelligent and gentle Prince by a small circle of able functionaries, who have either been bred in the schools and public offices of Madras, or who have thoroughly imbibed at home the knowledge and principles inculcated here. They are proud of their State, and zealous for their State. The Courts of Justice have been put on a most respectable footing. The Indian Penal Code is substantially administered with some local adaptations. The High Court of the State, composed of four Judges, is presided over by a learned Judge who is a subject of the Queen. One of his colleagues is an East Indian gentleman of approved capacity and integrity. I do not hesitate to say that the consciousness of administering the jurisdiction of their Sovereign over European subjects of Great Britain has impressed these Magistrates with a sense of duty and responsibility, and that this sentiment may have reacted most favorably on the administration of justice for all. To curtail the jurisdiction of the Travancore Courts would imply that they do not do their duty, which would be most unjust. It would be tantamount to a condemnation of justice. It would be a discouragement to the functionaries of Travancore. It would be a humiliation to the Prince. Far from thinking such a measure salutary, or useful, either to Travancore or to the British subjects resident in its territory, I am so convinced of the contrary, that, if the jurisdiction in question had never existed, I would grant it to the Maharajah at this moment. I think it right to add that the transfer of this branch of jurisdiction to the High Court at Madras would gratuitously impose upon the High Court an accession of business which it can ill-afford to undertake, and on the Travancore authorities an amount of trouble and expense as prosecutors, which would be vexatious and onerous. If an English vagrant stole a dog, or a pot of rice at Cape Comorin, he would be sent five hundred miles to be tried by Sir Adam Bittleston, perhaps passing the doors of the Supreme Court of Travancore, and the British Resident on the way!

9. Having thus given expression to my opinions, I cannot disguise from myself that those opinions may be mistaken. The opinion of the Advocate-General is directly opposed to mine. It may be that, in conformity with precedents unknown to me, or in consequence of correspondence which has not been imparted to this Government, Parliament, by the Act above referred to, did really contemplate the summary abrogation of the jurisdiction of Native Princes, and that the Governor-General has seen fit to carry this measure into operation. In that case I submit that the proclamation of the Governor-General has no effect with reference to the Government of Travancore, because it has never been communicated to that Government in the usual form. The insertion of a proclamation of the Governor-General in the *Gazette of India* is, no doubt, an official intimation to the Government of Madras; but it seems improbable to me that it can constitute a sufficient intimation to a Native Prince at whose Court this Government entertain a duly accredited Resident. The proclamation ought surely to have been, in common courtesy, communicated to the Maharajah of Travancore, with an explanation of the motives which led to the adoption of proceedings involving the subversion of an order of things which has subsisted for so many years with perfect satisfaction to the Government of Madras, to the Government of Travancore, and Her Majesty's subjects.

10. In conclusion, I have to suggest that a communication be addressed to

the Government of India, enclosing the correspondence which has passed on this subject, and embodying the following points:—

(1.) Requesting to be informed in what respects the proclamation of the Governor-General of the 10th January 1867 must be held to limit the jurisdiction of the Maharajah of Travancore over European British subjects, being Christians, resident in his territory.

(2.) Submitting that, in case the intent of the proclamation is to abrogate the jurisdiction heretofore exercised by Native Princes with reference to such subjects of Her Majesty, the proclamation may be held to be of non-effect in respect to Travancore, because it has not been officially imparted to the Government of that country.

(3.) Recommending that in case the proclamation is intended to abrogate the rights of jurisdiction belonging to Native Princes, and in case it must, of necessity, apply to the Sovereigns of Travancore and Cochin, notwithstanding the want of formal communication, the proclamation may be qualified and rescinded in so far as regards the State of Travancore and the State of Cochin, and that the rights of jurisdiction heretofore exercised by the Sovereigns of Travancore and Cochin in regard to British subjects be left unaltered.

No. 97.—NOVEMBER 18, 1868.

On Captain Lyon's Photographic Illustrations of National Art in Southern India, and the expediency of restoring the most interesting examples of Secular Architecture in the Madras Presidency.

Captain Lyon, who has been employed by Government in taking photographs of the architectural antiquities of the Presidency, has returned to Ootacamund, and has transmitted to me the accompanying selection from his works in the Northern Provinces.

The results of his southern tour are already known to the Members of Council.

The artist will proceed to England in the beginning of December, and will there prepare the complete series of photographs of which this Government has engaged to take ten sets, at the price of Rupees 1-8-0 for each impression, leaving the negatives in his possession.

Some specimens of the short explanatory notices prepared by Captain Lyon are appended.

Captain Lyon would prefer to see the collection bound in a series of volumes, but I question the propriety of this opinion. No doubt, the photographs would be better preserved in that form, but they would be less available for scrutiny. Many of the subjects represented are extremely minute and delicate. The pictures are intended not only to please by their beauty, but to be the objects of curious study. Such volumes as are contemplated by Captain Lyon would be cumbrous and ill adapted for close inspection. A separate leaf can be carried to the light and examined with much greater facility. In my humble judgment, the impressions should simply be mounted on card board, and the explanatory notice should be pasted on the back of each card. This method will best serve the purpose which the India Office has in view, and it is the cheapest method.

2. The account of Captain Lyon's expenses on his recent excursion is also enclosed, and he requests that the balance due to him may be paid at an early date. An opinion having been, I believe, entertained that the terms on which Captain Lyon has undertaken this work are unduly high, I think it right to submit that I do not share this view of the subject. Captain Lyon and his wife, who has acted as his assistant, have given their valuable time and distinguished artistic skill almost gratuitously to Government. The Government has merely paid their travelling expenses, and made them a moderate money allowance for food. In exchange for these advantages, the Government obtain ten copies of each impression for a sum which Captain Lyon assures me is cost price, for half the price at which they will be supplied in detail sale to the public. The artist stipulates to retain the negatives, in order to indemnify himself for his expenditure of time, chemicals, and skill. The negatives are his remuneration. If the art authorities in England desire to possess them, they can be purchased hereafter.

3. The photographic illustrations of National Art in Southern India, which are thus presented to students of art in England, will be highly appreciated by a critical class of judges, though they may never attract the attention of the multitude. They will arouse an interest for a department of art history which has been imperfectly observed, and which has never been analyzed. But I am far from affirming that the collection so rapidly presented by Captain Lyon, single handed, fulfils the object of the Home Government, if they desire to secure substantial and comprehensive records of the religious and historical monuments of this extensive and diversified region. The present work is only a step in that direction. It is rather suggestive than satisfying. It is a picturesque preliminary to laborious and scientific investigation. In these plates an intelligent inquirer obtains a competent superficial view of the early and recent Brahminical art as practised in the limits of this Presidency (including Mysore), with the exception of Ganjam and Malabar, which present some specific local features not included here: he finds the principal examples of the style which was employed in secular structures by an intermixture of the Hindu and Mussulman forms in the 16th and 17th centuries, and he possesses specimens of Jain and Buddhist works, with rock sculptures and inscriptions of disputed origin. It would, however, be vain to expect in this compilation such a methodical selection, comparison, or classification of monuments as could form the basis for an exact conception of the march of art in these countries, which has no doubt been controlled by numerous influences belonging to tradition, religious belief, contact with foreign ideas and foreign races, materials, climate, and other causes which have all to be explored. The arts of Southern India are a mighty maze in which there is scarcely a glimmer of light or understanding. Captain Lyon has merely opened some prospects on a scene in which there is space for the life-long labor of a Rickman or a Fergusson. The photographs now submitted will enable the Secretary of State, in consultation with the art authorities, to determine whether it is desirable to prosecute the subject further. It may be that a view of these productions will induce Her Majesty's Government to prescribe a methodical inquiry. We may be required to procure accurate plans and measurements, historical notices founded on a critical revision of inscriptions, local traditions, and manuscript accounts, carefully prepared models of individual objects—in short all the data on which alone the true art history of the land can be deciphered and composed in England. In that case it would be necessary to proceed with much care and deliberation, and

with the benefit of direction from South Kensington. The work would be a work of time and cost. There is no man here capable of conducting it, and it could only be effected by combination of appropriate agents. I may even affirm that there is no one in this Presidency capable of indicating the object which would be most useful as illustrations of the history of art, or of selecting the details which would be acceptable at home as examples and models. To accomplish the undertaking which I have adverted to, it would be necessary to entertain at least the following staff of agents:—

(1.) An architect or artist capable of measuring buildings, of drawing ground plans with intelligence and taste, of supplying ruined or obliterated portions, of discriminating the distinctive marks of style, connecting them with historical, religious, and physical causes, and appreciating the value of particular objects for the study and practice of art in Europe—in fact, a person perfectly versed in comparative æsthetics, the science which the Kensington Museum teaches. The duty of this gentleman would be to select and describe the fabric or monument and compose its history.

(2.) An accomplished photographer for the executive pictorial part of the work. A more competent person than Captain Lyon could not be chosen. He is skilful, zealous, and acquainted with the country.

(3.) An intelligent native interpreter conversant with the several vernacular languages and English, with some knowledge of the history of the country, of Sanscrit, and, if possible, of other ancient characters and dialects. He must be found in the Madras Presidency among the Brahmin servants of Government.

(4.) A party of native art students, with some knowledge of drawing, modelling, and photography. They could be supplied by Dr. Hunter from the Art School of Madras.

4. It would, in my opinion, be a great error to expect useful results from the employment of agencies in any degree inferior to those which I have indicated. We cannot look to the Art School of Madras for the organization of such an enterprise. Dr. Hunter is a zealous and able man, entirely devoted to his duties, but he can hardly possess, if we regard his long residence in this country, the recent critical culture requisite for the task. The officers of the Department of Public Works are out of the question. They know little or nothing of these matters, and have more important duties on hand. Amateurs can only supply isolated examples and specimens taken at random here and there. If such a review of the art monuments of Southern India as I have here contemplated should be attempted, the selection of objects should be limited. The field is really boundless, the number of monuments is incalculable; but I suspect that the significant, characteristic works are not numerous. It is of the first importance that labor should not be wasted on repetitions, on mediocrity, on modern examples. The collection formed by Captain Lyon is open to this objection. It exhibits to the common eye a tedious reiteration of the same trivial and familiar forms. Captain Lyon is sensible of this defect. His justification is that his attention was often directed by indiscriminating persons to places remote and hard of access, without any accurate description of the monument to be delineated. He reached the spot with difficulty; he was naturally unwilling that his pains should be altogether cast away; he took his picture, rather than return empty handed. I can only hope that the better informed art student in England may discern varieties and distinctive traits which escape my blunt observation. We live in an age

which would rather have too much than too little, and there are everywhere amateurs of the German school who despise nothing.

5. The object which the Secretary of State has in view is not only to possess accurate records and representations of objects of art, but also to preserve the worthiest of them from destruction and decay. The design is legitimate and honorable. It would be unworthy of our Government, and unjust to the natives of the country, to permit the historical monuments of ancient native power to be obliterated. Fortunately, all that is necessary for this purpose can easily be effected. I would do little for the temples and mosques, whether ruined or entire. The ruined works in forsaken localities which possess any vital artistic interest are for the most part of very enduring materials. The climate does not affect them much. They will last for ages, unless wantonly demolished. It would be sufficient, I believe, to direct the Revenue authorities to give such instructions in their respective districts as they may think fit to prevent all ancient buildings, and especially all sculptured or inscribed stones, from being defaced or removed without special permission. The permission may sometimes be granted with advantage. We are now constructing the Streevaguntum Weir with the materials of two grand pagodas. The Mussulmans pulled down the pagodas to build a fort, and the English are pulling down the fort to make an irrigation work. The gods are going to the river. Art will not suffer, and agriculture will gain. The great Brahminical structures, on the other hand, which are still the seats of pilgrimage and worship, possess, either in land revenues or in the offerings of the faithful, sufficient means of restoration and maintenance. They do not require the assistance of the State. Some of them are ill attended to, and more are disfigured by attention, but the Government cannot interfere administratively with advantage, and it is hoped that a projected amendment of the law respecting Pagoda Funds may ensure a stricter application of these revenues in future.

6. Dismissing the religious structures, the maintenance of which is either unnecessary or sufficiently provided for, the Government might, I think, with great propriety contemplate the restoration of secular buildings which have been left to us by the native dynasties. The palaces of Bijeanugger have fallen into a state of dilapidation, which renders restoration impossible. Moreover, they are situated in a wilderness of ruins, haunted rather than inhabited by a few peasants who cultivate or pasture the area of the city, which is merely visited from time to time by a vagrant swarm repairing on pilgrimage to the single living temple at Humpi. It would be idle to attempt the restoration of anything at Bijeanugger: it would be like repairing Palmyra. But Bijeanugger in its secular buildings represents a phase of art which is repeated under far more favorable circumstances at Madura, where the Naik Princes seem to have worked in emulation of their northern rivals and superiors. At Madura, the old palatial buildings, though neglected and impaired, are not ruined, nor ever quite abandoned by men. The agencies of English Government still cling to some habitable portions of that vast and curious pile which is associated with the name of Tirumala, and in which the Brahmin, the Mussulman, and the Jesuit Father have all left their marks. Madura is an opulent and beautiful city, retaining after all its vicissitudes some of the arts and some of the accumulated wealth belonging to the hereditary residence of a Court. It is the capital of a little kingdom, of a collectorate numbering more than two millions of inhabitants. In the province there are the

remains of a great aristocracy; in the city there are flourishing trades and a rich religious corporation. Various offices for the Revenue, Judicial, and Municipal Departments are wanting. I would place them all in the palace of Tirumala. An opinion has got abroad that the buildings are not susceptible of restoration and adaptation, and, under this impression, a new Small Cause Court was recently constructed, in the shadow of the ancient walls, which is an outrage on good taste. The restoration of this old palace, and its appropriation to useful purposes, would be one of the most commendable and popular works which could be undertaken. There is no European Government that would not prosecute it with enthusiasm; there is no European artist who would not be proud to associate his name with such a renovation of the past. I do not believe that it would be costly. There are native artificers on the spot who would only require the instructions of a single Englishman of competent knowledge and discrimination. We possess that Englishman in Mr. Chisholm. I need not say that there are many precedents in India for the course which I advocate; and if they did not exist, this would be a good opportunity for creating one. The Mussulman buildings of Seringapatam have been restored by the Government of India without any view to utility whatever, merely for their historical associations and artistic beauty. The revenues of the Supreme Government have been liberally expended at Delhi and Agra I believe, without reference to practical purposes. But here I propose to repair a native palace, and make it the machine of civilized administration. I believe it would not cost more than to build three public offices with stucco Doric pillars on the "standard plan." The expenditure might be, and ought to be, scattered over a long series of years. The steady appropriation of thirty or forty thousand rupees would do the good work in time, and every year would give the artisan more consciousness of his patriotic task, and the public a deeper interest in the enterprise and greater fondness for it. It would become a local school for skilled labor and decorative taste, like the patient restoration of a cathedral or college in England. Indeed, it would be a real school of art for the working man—not a theoretic academy, but a practical creative training. Art cannot be fruitfully taught by books, pictures, and lectures only. As well might anatomy be inculcated without a knife or a subject. The restoration of the Madura buildings would even give a general intellectual impulse. I should not be surprised if it became the starting point of a considerable revolution in native thought and taste. No person who has not been in India can conceive the pitiable state into which the beautiful arts of this country are falling. Designs which form the delight and study of the most cultivated minds of Europe are being rapidly forgotten or debased. Poverty, conquest, innovation, imitation, fashion, free trade have almost done their destructive work. The native craftsman has nearly lost his cunning. Surely it would beseem the English Government, which confers such substantial benefits on the Indian people by scientific, social, and political education, to arrest this degradation. Art is not a capital interest, but it is an interest. A civilized Government cannot in the present time neglect any branch of human thought or culture with impunity. Even in a commercial point of view, beauty is becoming every day a larger element in value.

7. Such are my opinions with reference to the restoration of the most interesting examples of secular architecture in the Presidency. I do not, however, expect that my views will be immediately accepted, still less that they will be acted

upon without careful inquiry. I shall, therefore, confine myself for the present to the two following proposals:—

(1.) That the Superintending Engineer of the division be instructed to take measures for the protection, cleansing, and preservation of the buildings known as Tirumala Naik's Palace at Madura, and especially for the removal of vegetation on the roofs and walls.

(2.) That Mr. Chisholm be directed to proceed to Madura, as soon as he can do so with due regard to the other duties in which he is engaged, for the purpose of inspecting the ancient buildings and of preparing a report upon the best means of restoring them and adapting them to the uses of the public service.

8. It only remains for me to suggest, in connexion with this subject, that it would be desirable to request Dr. Hunter to make a selection from the photographs of architectural subjects taken by the School of Arts, for submission to Her Majesty's Government. Dr. Hunter possesses in his collection some very fine monuments which are not embraced in that of Captain Lyon, and which would be regarded as a valuable addition to the series formed by that gentleman.

NO. 98.—NOVEMBER 23, 1868.

On the Sanitary Measures in operation and contemplation in the Madras Presidency and the organization of a general scheme for imparting the benefits of Sanitary and Medical Science to the mass of the village and rural population.

I have read the report of the Sanitary Commissioner under date of October 10th with interest and satisfaction. It presents a summary of the sanitary measures which are in operation and contemplation in the Presidency, and if we consider how imperfect are our sanitary agencies, and how inadequate are the funds at our disposal, the amount of work in progress and of work projected is not discreditable.

2. It may be conceded that the acts done in the Sanitary Department still bear but a small proportion to the counsel given. We have before us, however, the spectacle of practical development in several respects:—

(1.) The Municipal bodies are bestirring themselves. The towns are better cleansed. Projects are entertained for building market places and for introducing water-supply and drainage.

(2.) In military cantonments the lines of the native troops are being enlarged and improved. A good system of conservancy has been introduced by carrying away the filth that was formerly interred on the spot. There is more general cleanliness and order. Wells are dug and trees are planted. The buildings for the English soldiers are making rapid progress, and offer, by their superior proportions and better light and ventilation, a gratifying contrast to the habitations of an earlier date.

(3.) The Collectors of the several districts, in co-operation with the Police and Medical authorities, have carried into effect, at the various seats of pilgrimage and popular fairs and festivals, a system of supervision and conservancy, of which the good results are apparent in the absence of epidemic disease.

(4.) The Contagious Diseases' Act has been introduced into Madras. A Lock Hospital has been formed. The women of the town have been registered and subjected to regular inspection and license.

(5.) The sanitation of Ootacamund has been made the object of special solicitude. Special grants have been made for sanitary works and for water-supply. A strong force of convict labor has been brought to bear. The works are actually set on foot.

(6.) The Central Jails are well advanced. They have already taken off a great portion of the surplus population of the District Jails. The District Jails are being gradually rebuilt or remodelled with reference at least to the requirements of physical health and labor. The Subsidiary Jails are being reformed under a general scheme, for the execution of which a special grant has been made by the Supreme Government.

(7.) The General Hospital at Madras in its several branches, the Regimental Hospitals, and the Provincial Dispensaries are all the scene of improvement.

(8.) The Native Alms House of Madras, known as the Monegar Choultry, with its dependent hospitals for the miscellaneous sick and for lepers, offers a conspicuous example of sanitary amelioration. It has been transformed. The impulse given by Mr. Ellis, the benevolent supervision of Mr. T. G. Clarke and other members of the committee, the devoted attention of Dr. vanSomerén, and the liberal appropriations by Government have all contributed to this happy effect, the reality of which is demonstrated by a diminished death-rate.

The Sanitary Commissioner is warranted in affirming, in the last paragraph of his report, that "the first fruits are being gathered." For a time the Sanitary Commission appeared to be a barren intelligence and agitation, but discussion, speculation, and advice have not been cast away; the Commission has become a practical agency, and Dr. Ranking may justly survey his harvest, however meagre, with complacency.

3. Having thus recognized the practical advance which has been made in the field of miscellaneous sanitary action, I may devote a few remarks to two projects which are in a state of elaboration:—

(1.) The institution of female nursing in the hospitals of the Presidency.

(2.) The organization of a general system by which the benefits of sanitation and European medical treatment may be brought home to the mass of the population not living in municipalities or cantonments.

4. The plan of opening a school, under European direction, for the instruction of East Indian and Native females in the treatment of the sick has been sanctioned by the Supreme Government, and an appropriation has been authorized for this purpose, which is unfortunately below the amount which this Government deemed requisite for the successful prosecution of the undertaking. The Inspector-General has been requested to modify the larger scheme originally submitted by him so as to bring it within the compass of our pecuniary means. The Government will probably sanction the reduced establishment to begin with, entertaining a hope that the proved usefulness of the institution may hereafter enable the Government of India to give it a larger measure of support. In the meantime, if the institution could be lodged in a Government building, or in a building paid for by Government from some other source, the whole of the allowance provided by the Government of India would be available for current expenditure connected with salaries, board, and tuition.

5. The organization of a general scheme for imparting the benefits of sanitary and medical science to the mass of the village and rural population is a

problem of difficulty both with reference to the means to be employed and to the source from which the necessary expenditure can be provided.

My views on this subject have been already submitted in a Minute under date of April 26th of the present year, which is under the notice of the Government of India. Since those opinions were expressed, my observation of the country has been enlarged by another journey, and I have had the benefit of reading the remarks of the Sanitary Commissioner. I have, however, seen no convincing reason to modify my previous impressions. On the contrary I should be disposed to give my project eventually a more decided development in a sense adverse to the advice of Mr. Ellis and Dr. Ranking. I express myself, however, with deference to the judgment of those gentlemen. The former speaks with authority, for he possesses a special study and experience of sanitary matters, besides a knowledge of the country in all its interests; the latter adds to both the weight of medical science. I submit my opinion, therefore, in the full conviction that due consideration will be given to those tendered by the Chief Secretary and the Sanitary Commissioner.

6. The radical difference between the Sanitary authorities and myself is that they deem it desirable to establish a centralized Sanitary Department at Madras, with the usual systematic executive and inspecting agents all over the country at once, while I would use and expand the existing machinery of Government gradually.

Dr. Ranking contemplates 4 Health Inspectors, 1 Sanitary Engineer, 19 Health Officers of Districts, 150 Taluq Inspectors, all working under the central authority of the Sanitary Commissioner at Madras.

I contemplate 19 Health Officers of Districts working under the Collectors, and a Sanitary Engineer. The Collectors would, however, send in their communications to Government through the Sanitary Commissioner, who would thus remain for the present the depository of information respecting sanitary matters and the adviser of Government.

The necessity for the numerous and costly staff proposed by the Sanitary Commissioner is not demonstrated to me. Indeed I think that the institution of active influential agencies in the provinces, obeying central impulse and authority, and independent of the Collector, is to be deprecated. Public health, with reference to causation, on many circumstances connected with rainfall, food supply, and pilgrimage; with reference to remedial and relief measures on local public works. The proper superior Sanitary Officer is, therefore, in my opinion, the functionary who is charged with the superintendence and administration of the district in all its social and material interests. In fact I would look forward to the time when the Sanitary Commissioner at Madras might be dispensed with. Far from aiming at the development of a distinct Sanitary service, I would aim at its absorption. I would identify it with the general administration. The Sanitary Commissioner has, I believe, nearly done his work. The sanitary defects of the country have become matters of common notoriety, and they have been abundantly discussed and denounced. If anything remains to be discovered to Government can it not be done by the Inspector-General of the Indian Medical Department, by the Deputy Inspectors-General, by the Department of Public Works, by the District Health Officer through the Collector? What we want is not a deliberative or consulting officer so much as a good executive officer, a man who can not only suggest and design, but execute remedial works—a Sanitary Engineer,

He would probably, at no distant date, supersede the Sanitary Commissioner. It may be objected to me that, in making the Collector the Chief Sanitary Officer of the District, I entrust to him a duty of which he has no preparatory knowledge. I can only reply that the science of sanitation has been familiarly expounded by its learned authors in such a way that any sensible man may obtain a competent knowledge of it from books and common observation. There is nothing in sanitary science as there is in organic chemistry or the diagnosis of disease which requires patient study or scientific manipulation. A physician would be the best Sanitary Officer for the most part, but a Revenue Officer, with the writings of the physician in his hands, may do very well.

It will be remarked that the project which I recommend does not necessarily exclude the other. Both projects involve the nomination of a Health Officer in each district. Should experience prove that the subordination of the Sanitary Officer to the Collector was not productive of the good results which I anticipate, there would be no difficulty in dis severing this connexion, in placing the Health Officer in direct correspondence with the Sanitary Commissioner, and in nominating the Inspecting Officers and the Taluq Overseers contemplated by Dr. Ranking's scheme.

7. It has been proposed that the projected Sanitary Establishment and the schools of primary medical instruction which it is proposed to associate with the present dispensaries, or with some of them, should be supported by a local cess in the form of a house-tax. I confess that I should deprecate the imposition of such a tax for this purpose. The people are already threatened with a cess for local irrigation repairs, and with another cess for primary instruction. The multiplication of these little imposts is vexatious. Even if the amount is insignificant the demand is galling. Besides a sanitary cess would be a tax for a purpose which the people least appreciate. I would reserve the house-tax for another purpose. Nor does it seem to me that any new tax is requisite. Under my scheme a new Revenue Officer with sanitary duties would be appointed in each district involving an annual expenditure of about Rupees 45,000. The Sanitary Engineer would probably in the first instance be Major Tulloch, who would receive a moderate addition to his pay as an Engineer Officer, while the development of the dispensary as schools of medicine would be proceeded with gradually. To the last-mentioned branch of expenditure the Municipalities as at present constituted would contribute. It seems to me that the Imperial revenue may well bear a share of this prudent outlay, while it embodies a local tax, the tax on trades and professions, one which the Supreme Government stand committed to restore to the local Governments by a formal declaration made two years ago. It is to the license-tax that I eventually look for means to carry on sanitary improvements in the rural districts. That tax represents the old moturpha in a better form, and can, therefore, be levied all over this Presidency in strict conformity with tradition and popular usage.

8. The report of the Sanitary Commission should be submitted to the Supreme Government with the Minutes of the Members of this Government. The Government of India will thus act with a fuller knowledge of the sanitary works in progress in this Presidency and of the opinions of the Members of Council. I do not, however, see that it is necessary to await the decision of the Government of India on the general question before instituting an inquiry into the best means of utilizing some, at least, of our provincial dispensaries as

popular schools of medicine. Whether the Supreme Government at present accepts or declines the proposal to this effect, which is supported by all parties to the present discussion, I cannot doubt that the measure will be adopted in one form or another hereafter. I would, therefore, suggest that a committee be formed, charged with the duty of preparing a report to the Inspector-General of the Indian Medical Department on this subject, and I propose as members of this committee Dr. G. Smith, Principal of the Medical College, Dr. vanSomeren, Surgeon of the 1st District, and Native Surgeon Iyasamy Pillay now employed at Cuddapah.

No. 99.—NOVEMBER 25, 1868.

On the Rival Claims advanced in connexion with the succession to the Bunganapilly Jaghire.

In determining the succession of the Bunganapilly Jaghire, we must be guided, in my opinion, by the terms of the existing Sunnud, by the motives under which it was granted, and by the general principles of Mussulman law. Keeping these maxims in view, I proceed to discuss briefly the position of the several claimants.

2. Imdad Hoossainee Begum, Shadee widow of the late Jaghiredar Ghoolam Ally Khan, claims on two grounds—

1st.—As nearest heir to her father Hoossain Ally Khan, the predecessor in the Jaghire, and uncle of her late husband.

2nd.—As co-partner in the Jaghire which she pretends to have enjoyed in common with her late husband.

I do not think that either of these claims is tenable.

The Sunnud of 1849 was not issued to Hoossain Ally Khan and his heirs, but to Ghoolam Ally Khan and his heirs. Now Imdad Hoossainee Begum is not heir to her husband. She cannot claim as an heir under that Sunnud. But that Sunnud is the only title deed or charter under which the Jaghire can be claimed at all.

It may be contended on the part of Imdad—

(1.) That, although Hoossain, her father, received no Sunnud, he held the Jaghire by an Order of Government, under date of July 12th, 1848, which conferred it on him and his heirs; and

(2.) That if a Sunnud was not issued to Hoossain this was the result merely of accident and delay, and that the Sunnud actually issued to Ghoolam, in consequence of the untimely death of Hoossain, was simply a substitute for the other, and was intended to convey the same rights and benefits on the family as the other would have done if it had been issued.

To these arguments I am under the necessity of replying that the Order of Government of July 12th, which gave the Jaghire to Hoossain and his heirs, was revoked or superseded by the subsequent Sunnud which gave the Jaghire to Ghoolam and his heirs. The Order of Government has entirely lost its force. Nor can I admit that the actual Sunnud to Ghoolam was intended merely to stand for the one which was to have been issued to Hoossain. It was an original deed to a new man. If Ghoolam and his wife Imdad had had male issue, the heirs of Hoossain and the heirs of Ghoolam would have been identified, and the intended Sunnud and the actual Sunnud would have had practically the same import. But unfortunately Hoossain and Imdad had no issue. The only deed

to which I can refer is the actual Sunnud, and it declares for the heirs of Ghoolam.

Even if Imdad was the heir of Hoossain, she could not have the Jaghire which is given to the heirs of Ghoolam; but it may be doubted whether Imdad ever could have been regarded under the Order of Government, or under the intended Sunnud, as the heir of her father for succession to a Jaghire as long as male collaterals in a reasonable degree of consanguinity were available. In the absence of all heirs male I do not doubt that she would have received the Jaghire from Government, and married to a kinsman, I do not question her power of transmitting the Jaghire, with the assent of Government, to a son, and of exercising guardianship in his minority. But I doubt whether as a single woman, or as a childless woman, or as the mother of a daughter only, she would have been confirmed in the Jaghire, a nephew of her father, the son of an elder brother being there ready to take up the fief. This view of the subject obtains much countenance from the fact that, when the Sunnud of 1849 was actually granted to Ghoolam, her husband, no mention was made of Imdad whatever, no co-partnery or reversionary right was reserved for her whatever, she was passed over in complete silence. Her husband Ghoolam (nephew of the last Jaghiredar) is clearly recognized as the "successor and representative" of that dignitary. In selecting Ghoolam as the representative, and in passing over his elder brother Assud, it is evident that the Government were influenced by the consideration that Ghoolam was son-in-law to Hoossain. The younger brother who was son-in-law was held to be a nearer relative than the elder brother who was not son-in-law. In fact in the Proceedings of the Board of Revenue, and in the letter from the Agent on which the decision of Government in favor of Ghoolam was based, the marriage of Ghoolam to Imdad is distinctly adduced, but his relationship by blood, his character, his experience in revenue matters, and his favor with his father-in-law are also all adduced. The motives for selecting Ghoolam were mixed and numerous; one of them was his marriage with Imdad, but this was not the sole or chief one. It must also be remarked that when the Sunnud was given to Ghoolam and his heirs, without any reference to Imdad whatever, in the document itself, Ghoolam had, *as I infer*, been married to Imdad for some years without issue.

The claim of Imdad to possess the Jaghire in virtue of a supposed co-partnery right with her late husband may be set aside at once. Neither in the Proceedings of Government nor in the Sunnud is any mention made of such a right, Ghoolam, while on good terms with his wife, may have admitted her voluntarily as he alleges, to a participation in various deeds affecting the property on the succession, but this participation could have no real validity or significance, nor could the practice continue after the death of Ghoolam with whom it originated, and on whom it depended. In fact Ghoolam appears to have acted in a very important matter, the recognition of Futteh Ally Khan as his successor, without the consent of his wife.

3. The second claimant to the Jaghire is Nazim-ood-Dowlah who married Shahar Banu Begum, the Nickah eldest daughter of the Jaghiredar Ghoolam, and in favor of whom Ghoolam executed a deed, contract or marriage settlement at the time of the aforesaid marriage by which he engaged to make Nazim-ood-Dowlah his heir in the Jaghire in case he should die without male issue, and solemnly declared that he would make no other settlement to the prejudice of

that engagement. This deed was not communicated to the Collector, or any other representative of Government. It is, in my opinion, null and void; first, because it has not received the assent of Government; and, secondly, because it contemplated a departure from the sense of the Sunnud by which the Jaghire was destined to the heirs of Ghoolam.

I presume that it will not be disputed that the assent of Government in one form or another is indispensable to the succession of a Jaghire, most of all when there is a failure of direct legitimate male issue. But here there was no assent on the part of Government, and I doubt whether Government would ever have granted its assent. The arrangement would have carried an important fief of the Government out of the family, which, for many generations, had held it, to a person it is true of noble blood and of good character, but who is no relative by blood to that family, and whose only connexion with it is by marriage with a daughter of the then existing Jaghiredar of inferior birth, to the exclusion of the brother of the Jaghiredar, his nephew and other male heirs. I doubt whether a Nickah daughter could ever be a heir in the sense of the Sunnud; certainly the husband of a Nickah daughter could not, himself no kinsman of the house.

If the claim of Nazim-ood-Dowlah was admitted, it would establish the right of a Jaghiredar to dispose of his fief, by marriage contract or by will, irrespective of the assent of Government, which would be a novel and dangerous precedent.

An attempt may be made to defend this deed on the part of Ghoolam Ally as an act of adoption executed in virtue of a Sunnud granted to the Jaghiredar of Bunganapilly by the Governor-General in the year 1862; but a reference to the terms of this Sunnud will show that it only contemplates an arrangement for succession, legitimate according to Mahomedan Law, in case of the failure of natural heirs to the Jaghire. But, in the present case, there is no such failure, the elder brother of the late Jaghiredar and a son of that brother being both alive and available for succession. The Sunnud of the Governor-General was a provision against hasty and abusive resumption by Government; but here there is not the least danger of such a proceeding, and there is not the least reason for invoking the instrument in question.

4. The third applicant for the Jaghire is Futteh Ally Khan, eldest son of Assud Ally Khan, the elder brother of the late Jaghiredar Ghoolam Ally Khan. He is married to a Nickah daughter of Ghoolam Ally Khan.

This claimant is, after his father Assud Ally Khan, nearest heir, as I think, in the sense of the Sunnud, to the deceased Ghoolam. Assud, the brother of the deceased, is, of course, the nearest, and if the Government, in disposing of a Jaghire, looked absolutely to nothing but proximity, I would give it to Assud. The Government do, however, certainly entertain certain collateral considerations in regulating the succession of these fiefs, and such considerations are in favor of his son.

(1.) Assud cordially waives his personal claim in favor of his son. The father's claim is merged in that of the son.

(2.) Assud was passed over before when his younger brother Ghoolam was elected by Government on account of his marriage, capacity, favor with the previous Jaghiredar, and other circumstances.

(3.) Futteh Ally Khan married a Nickah daughter of Ghoolam, and thus drew a relationship still closer that was very close before. The Government

may consider that a nephew and son-in-law stands almost more in the position of an heir than an elder brother.

(4.) Futteh Ally Khan was designated by the late Jaghiredar as his successor in a deed executed on the 2nd of June 1866 in the presence of the Collector of the district—a deed which has no validity without the confirmation of Government, but which was, at least, communicated to the legitimate representative of Government, and which is, in its tenor, conformable to the spirit and intention of the Sunnud as I understand it. This deed could not, in my opinion, annul or revoke the former contract or engagement with Nazim-ood-Dowlah if the other had ever possessed any legal value, for the first debarred the execution of any subsequent deed to the prejudice of its dispositions, but neither deed having any independent validity, the last may be accepted by Government as the definitive expression of the wishes of its author, a gentleman for whom the Government justly entertained a high esteem.

5. With these impressions I am constrained, though not without some regret and hesitation, to differ from my colleague Mr. Phillips, who advises the recognition of Imdad Hoossaince Begum, a course which has the recommendations of benevolence and temporary convenience. I give my voice in favor of the succession of Futteh Ally Khan. As this succession, however, is not a direct one, and as it would involve a heavy prejudice to the position of the widow of the late Jaghiredar, herself the only child of a previous one, and to the Nickah daughters of Ghoolam Ally Khan, I think it would be desirable to confer on Futteh Ally Khan a new Sunnud with distinct stipulations for the support of the several parties referred to, affording them the most liberal provision consistent with Mahomedan law and usage. It may be feared that Futteh Ally Khan would enter upon the enjoyment of his dignity and estate with sentiments the reverse of friendly towards his kinswomen, the widow and daughters of the late Nawab. It would be desirable to secure their position by every legitimate means at our disposal.

No. 100.—DECEMBER 7, 1868.

On certain points relating to the question of a Gold Currency for India.

I experience little difficulty in offering an opinion in connexion with the two "main questions" and the subsidiary question propounded by the Government of India. My views on these specific points coincide with the views of Mr. Sim. I differ from him in regard to the general question of the expediency of introducing a gold coinage for India.

2. In my humble judgment it is unadvisable to fix any value at which sovereigns will be received at the public treasuries. It is expedient, I think, that the public revenues and dues should only be received in legal tender. The Government ought not to take them in a commodity of fluctuating value. It is impossible to fix a rate at which the sovereign can be accepted with certain benefit to Government. The rate will either be too low or too high. In the former case the sovereign will not be tendered, in the latter the Government will lose by accepting it. Since the present queries were sent out by the Govern-

ment of India a practical reply has been given to this one by raising the rate at which the sovereign may be accepted from Rupees 10 to Rupees 10-4-0. I do not think that the change will draw any considerable quantity of sovereigns to this market, or mobilize any considerable portion of those which are lying stagnant in the country. Some animation may be given at particular moments to the circulation of sovereigns at the centres of European trade; that is all. If the Supreme Government earnestly desire to stimulate the importation of sovereigns, and give them currency, I hold that the rate should be fixed at once at Rupees 10-8-0, but I would not incur any risk, or violate a principle for such a purpose. The only legitimate and reliable method to make gold a useful medium of exchange is by making it a legal tender. It appears to me inopportune to nibble at this important question, to attack a great interest with small expedients. We shall persuade ourselves that we are doing something when we are doing nothing, and this fallacious activity will defer real resolution. Another objection to fixing a rate at which sovereigns may be received at Government treasuries is this, we have two kinds of sovereigns which will certainly bear different values in India until they are made of the same color, or receive the stamp of legal tender. Government may indeed accept two commodities of different values at the same price; but Government cannot dispose of them at the same price, and it would be inexpedient to recognize that the Australian sovereign has one value and the English sovereign another.

3. In contemplating the coinage of gold ten-rupee pieces I understand that the Government of India do not intend to make them legal tender. I am accordingly constrained to affirm that they ought not to be coined at all. The question of the standard value at which they ought to be coined thus falls to the ground. To issue ten-rupee pieces without the quality of legal tender would be to make the best innovation in the worst form, and to lame the experiment before you launch it. It would be like cutting the wings of a bird that you wish to fly. Ten-rupee pieces, without the vitality and stability which are conferred by legal tender, would indeed have some advantages over sovereigns; they would sometimes be an exact multiple of the common coin, and would, therefore, be more convenient for vulgar use, and they would be less available for exportation; yet I cannot doubt that the greater part would join the mohurs and pagodas which adorn the persons and enrich the hearths of the Hindus. Even a new gold coinage possessing all the virtues of legal tender would at first be extensively hoarded. It would be necessary to saturate the soil before the water would run off. But a timid issue of tentative pieces would never move at all. It would be a still-born issue, and the failure of this partial experiment would cast discredit on the great experiment which we have at heart. I also entertain a strong repugnance to the coinage of these projected ten-rupee pieces, without the quality of legal tender, on the ground that the general decision respecting the character of a legal gold coinage for India would thus be partly anticipated and prejudged. A march would thus be stolen on the advocates of the sovereign. It may eventually be judged necessary to issue an independent gold coinage for India different from the sovereign in value; but I would only arrive at that conclusion and take that momentous step on the maturest deliberation and in connexion with the restoration of gold to the status of a legal tender. If, however, the Government of India, in their superior judgment, should determine to pass a certain amount of gold through the Mint and stamp it in the shape of

ten-rupee pieces, I would give them the standard which would represent the relative value of the precious metals in London at the present date, which I understand to be nearly the same as that which existed in the year 1835. Making due allowance for any seigniorage which may be levied on the coinage respectively of gold and silver in India, I see no other basis to go upon. No one can predict what modifications the relative value of the precious metals may experience in consequence of the increasing production of silver. The depreciation of gold is certainly arrested, and nothing would tend to give it permanent stability more than the adoption of that metal as the legal currency for India.

4. In regard to the subsidiary question stated by the Government of India as to whether the prohibition affecting the gold mohur might be withdrawn, I think that it might be withdrawn with perfect safety, and without the least advantage. I am assured that the mohur is currently worth more than Rupees 15 in this Presidency. It will not be tendered at that price at the Government treasuries.

5. Having thus adverted to the specific queries circulated by the Government of India, I do not feel inclined to avail myself of the avenue which they have incidentally opened to the discussion of the general question of a gold coinage for India. Should distinct issues be submitted on that subject to the consideration of this Government by the Government of India, it may become my duty to frame an opinion which, I fear, would be the recapitulation in inferior language of arguments which have been stated with conspicuous ability in the discussions of 1864. In my humble judgment all the reasons which were then adduced for the introduction of a gold coinage are still valid and applicable, though with less pressing and practical cogency. But a new motive for action has since arisen in the extensive discoveries of silver and quicksilver which have recently occurred, discoveries which threaten to disturb the value of the existing currency of this country.

No. 101.—DECEMBER 10, 1868.

On the expediency of appointing a Special Committee to consider and report on measures to be adopted for providing more effectively for the maintenance of minor irrigation works throughout the Presidency.

The deterioration of the minor irrigation works of this Presidency has been the subject of prolonged and general regrets. The fact has been avowed and lamented, but, up to the present time, no well-considered plan has been submitted by competent authority for the remedy of so great an evil. This has not been owing to indifference, but to hopelessness. It has been felt that two things were requisite, money and agency; but money and agency were the very things which Madras had solicited for many purposes in vain. We now approach the question with brighter prospects. The decay of the ancient food works of the country has attracted the attention of the Home Government; a more generous policy prevails in the Government of India; the resources of the loan system, where justly applicable, are at our command; the principle of temporary sacrifices for eventual benefits has been recognized. That principle has been already liberally applied in reference to assessments. It has borne its fruits.

2. In dealing incidentally with the question of minor irrigation repairs,

and especially in connexion with the projected settlement of the District of Salem, the Government and the Board of Revenue stand alike committed to the opinion that these works should be defrayed from some local fund or cess. We also entertain the impression, though it may not have been affirmed as a conviction, that the supervision of these works should be left with the Revenue authorities, and not with the Department of Public Works. The scheme, however, is merely in outline and of the loosest character. Some contemplate an addition to existing assessments to be retained and locally appropriated; some claim a deduction for the amount of wet revenue paid for these works into the Imperial Exchequer to be applied in the same way; while some would blend the two plans, adding to existing assessments, and abating from the present contribution to the general revenue. The same difference and vagueness of opinion prevail in regard to the executive machinery. Is it expedient to abandon the use of customary labor, everywhere commuting the obligation for money payments, and adopting the system of paid labor? If so, how are the works to be directed, by popular village agencies or by official departmental agencies? Who is to be the chief? Who are to be the subordinates? How are these new executive establishments, if sanctioned, to be harmonized with those which already exist? Are they to be restricted to irrigation work alone, or could they be employed for other purposes? Can the same system be in all respects applied over the whole surface of the vast and diversified provinces which have been fortuitously grouped under the Government of Madras? If not, what are the modifications appropriate to each? Important and difficult considerations, which deepen and expand the more they are submitted to inspection.

3. When these matters came under my notice, in connexion with the Despatch from the Secretary of State, Revenue, No. 31, of July 9th, 1868, I was almost prepared to submit to Government the adoption of a scheme which would have embodied the following two main features:—

(1.) The addition of five per cent. to all the wet assessments belonging to minor irrigation works in the country, and the retention of five per cent. from the present revenue of such works for the purpose of forming local funds, independent of the Government of India, from which the works in question should be kept in good repair.

(2.) The creation of a native establishment for the execution of these minor works, under the direction of the Revenue authorities, which should also be entrusted with the maintenance of the district roads.

Under this scheme the great irrigation works, like the Imperial roads, would have been left under the direction of the Department of Public Works with commensurate appropriations from Imperial revenue.

4. Further reflection, and the conversation of experienced revenue agents, have persuaded me that it would be vain for any single person, and most of all for one comparatively destitute of local knowledge, to attempt to frame peremptory provisions, even of a general nature, for the regulation of this question. I have also contracted a strong impression that a single rigorous system would be misplaced in a country embracing so many varieties of local usage, and such great inequalities of assessment as this Presidency does. It appears to me that the subject must be dealt with deliberately by a body of men possessing specific knowledge of all the interests at stake in their various relations and aspects, that we must move slowly if we are to move safely, and

that a careful comparison of local details will be requisite before a scheme can be evolved, which shall contain provisions equally just and beneficial to the Districts of Bellary, Madras, Trichinopoly, and Tinnevely.

5. With these impressions, I propose to my colleagues the formation of a committee to be charged with the duty of preparing a project for the more efficient maintenance of the minor irrigation works of this Presidency, by the institution of local funds in the several districts for this purpose. In framing instructions for the committee, I would simply point their attention to the two capital divisions of the subject:—

(1.) The source and amount of the projected funds in relation to the position, rates of assessment, and necessities of the respective districts.

(2.) The constitution of the executive agencies by which the works should be carried out.

I would also empower the committee to correspond, by letter, directly with the Revenue authorities and with the Officers of the Public Works Department, and, with the sanction of Government, to require the presence of these functionaries for the purpose of personal conference in cases where it is deemed necessary.

6. As members of the proposed committee, I beg to suggest Mr. Sim, Mr. Robinson, Mr. Puckle, and Colonel Anderson. I would add a Junior Member of the Civil Service (one who has some experience in the northern districts) as Secretary, for I conceive that the inquiry may involve an amount of correspondence which would be incompatible with the duties of three of the members, and which Mr. Puckle might not be able to undertake alone.

7. It may be objected to the plan which I submit that the task ought to be performed by the Board of Revenue, and that the Board have the matter already under their consideration. To this I may be permitted to reply that the Board of Revenue are already heavily burdened with their ordinary duties; that the members do not possess all the information necessary for the elaboration of the subject, especially in relation to its executive side; and, without disparagement to their zeal and knowledge, that they may benefit by the assistance of a Collector in the full exercise of practical duties, and with specific knowledge of recent Revenue settlements. The Board would be represented on the committee by two members, leaving the undivided attention of Mr. Clarke, the Senior Member, available for the important current business of the department.

No. 102.—1868.

On the expediency of vesting exclusively in the Commissioner the entire General Control of the Neilgherry Forests.

I agree generally with the views expressed by Mr. Arbuthnot on this subject. I do not think that the nomination of a Forest Officer of the class advised by Mr. Brecks can be indispensable, and I would deprecate the proposal which would probably not be sanctioned by the Government of India.

2. The Neilgherry Forests should be under the direction of the Commissioner, including planting as well as conservancy and felling; but I think it very important that the Overseer, under Mr. Brecks' orders, should be an Englishman of some experience in forest management, and I would incur some expenditure in order to secure the services of such an agent. I doubt whether a Native Forest

Officer will be an efficient guardian of the public interests in that quarter, both with respect to the climate which the natives dread and with reference to the difficulties which may arise with English planters and other residents on the hills. I concur in the opinion expressed by my colleagues that the Chinchona Plantations and the Government Garden should also be brought under the control of the Commissioner, but that question may, with propriety, be deferred until we hear from the India Office in reply to our last communication.

No. 103.—DECEMBER 17, 1868.

On Mr. Puckle's project for the development of Irrigation from the River Tambrapoorni and its Tributaries.

Mr. Puckle in his letter of March 6th, 1868, No. 108, has communicated a project for the development of the irrigation from the river Tambrapoorni and its tributaries of the highest interest and value. The zeal and energy which the Collector of Tinnevely has bestowed in this inquiry mark him as a public officer warmly devoted to the welfare of the people committed to his charge. The suggestions which he has submitted contain several peculiar features, originating either in his own independence of character and thought, or in the distinctive condition of the district, which are worthy of the careful consideration of Government. The scheme proposed by Mr. Puckle has reference—

(1.) To the construction of reservoirs and other irrigation works.

(2.) To the employment of peculiar executive agencies and resources in carrying those projects into effect.

2. The irrigation works contemplated embrace two mountain storage basins, the re-construction of a ruined weir on the Sittar river with its main dependent tank, the extension of irrigation on both banks of the Tambrapoorni below the Marudur weir, and the construction of the Streeviguntum weir, since formally sanctioned by Government. Putting the Streeviguntum project aside, as one already approved and commenced, the remaining projects all commend themselves to the approval of Government. Mr. Puckle has adduced the strongest *prima facie* evidence on behalf of all. It is the plain duty of Government to subject them to professional scrutiny, and to obtain plans and estimates with the least possible delay. Mr. Puckle, confident in his own powers and in his influence with the population, might, perhaps, desire to commence various portions of these works at once, which might subsequently be incorporated with the general plan. This is a course which, in my opinion, the Government could not justly sanction. It is of great importance that these undertakings should be brought under the category of Loan Works, and without regular plans and estimates, furnished by competent professional authority, funds will not be advanced by the Government of India. Nor is it improbable that there may be errors or shortcomings in the designs of Mr. Puckle, which would be discovered and amended by an officer of the Public Works Department. It is possible that the scheme may be both corrected and expanded.

Every river is an irrigational unit, but of the river Tambrapoorni it may be most emphatically affirmed that it constitutes a single irrigation work. Rising in the Western Ghats, fed by both monsoons, flowing with a full perennial

current, traversing but one district, descending by easy stages to the sea through a country laid out by nature to accept its waters, this beautiful and beneficent stream presents the most compact, reliable, and docile vehicle of irrigation which can be imagined. The whole system of distributive works obey the same original impulse; the whole of them stand in mutual dependency: they can all be made subject to one administrative control. Recognizing a peculiar physiognomy in this river, the Government have made the basin of the Tambrapoorani a separate irrigation range, and have appointed a special officer to the charge. They should complete the idea by making the development of the irrigation a single loan work, admitting unprofitable features if conducive to the efficiency of the general plan, letting the better pay for the worse, incorporating the storage reservoirs at the head, which will offer no direct return, with the anicuts, tanks, and channels of the middle course, and including the delta irrigation at the foot, which now stands on a separate basis.

I propose, therefore, that the projects submitted by Mr. Puckle shall be referred to the Superintending Engineer, 8th Division, with instructions to employ the officer in charge of the Tambrapoorani range in preparing a general scheme for the development and security of the irrigation of that river and its tributaries, with all the specifications and details required by the Government of India for the sanction of a loan work. The Range Officer should be directed, at the same time, to place himself in the most cordial correspondence with the Collector of the district, whose local knowledge will be of the highest benefit to the Department of Public Works.

The adoption of this course would, of course, not interfere with the Streeviguntum project, which would be meanwhile carried on as a separate work under its special executive officers. The union of the Streeviguntum project to the general plan, with a view to facilitate the concession of a single loan for the whole would be brought under the consideration of the Government of India hereafter.

3. The special agencies and resources indicated by Mr. Puckle as being available for the execution of irrigation works in Tinnevely are of a peculiar and rather complicated nature. They comprise the following suggestions:—

(1.) The active intervention of the Collector in the organization and promotion of the work.

(2.) Voluntary contributions or subscriptions in money on the part of the people.

(3.) Voluntary labor and the gratuitous supply of materials.

(4.) The application of customary labor or village labor under the impulse or authority of the larger land-owners.

(5.) The application of Local Road Funds to the construction of tank and channel bunds, or banks where the course of a projected district road can be identified with the course of the bund or bank, without prejudice to the road or inconvenience to the public.

All the agencies and means above-mentioned are legitimate, and might properly be introduced with the execution of a loan work, with the view of accelerating and cheapening the work and rendering it more profitable to Government; and, entertaining the highest confidence in Mr. Puckle as I do, I am confident that his authority would not be exerted in a manner prejudicial to the independence of the monied classes, or to the liberty of the lower orders. Some difficulty would, however, be undoubtedly experienced in harmonizing the

employment of these agencies with the ordinary routine of the Public Works Department. It seems to me that a practical solution can only be found in the hearty co-operation of Mr. Puckle with the executive officer in charge of the range. Mr. Puckle would point out the subordinate works which could be executed entirely by means at his disposal, and he would indicate the proportion of expenditure in money, labor, or materials, which he could provide for in respect to other works, in which the regular and extraordinary means and resources must both be brought to bear. The contributions thus furnished by Mr. Puckle would be carefully estimated, and the amount would be deducted from the gross estimate for the general scheme of works, which would have to be prepared and submitted by the Officer of the Public Works Department.

The proposal to employ Road Funds in aid of irrigation works requires to be dealt with under some specific regulation. I assume that these funds could not be employed at all with reference to irrigation works in which a necessary road is not comprised. The Government are strictly bound to apply the Road Funds to roads alone. Where the course of a road can, however, be identified with the course of a water dyke, as is often the case in Holland, it is advantageous both for the road and the dyke. They afford a mutual security and facility. The road helps the dyke, and the dyke helps the road. I think Government might lay down the two following rules:—

(1.) In every case in which it is desired to incorporate a district road with a water dyke, and to execute the combined work in whole or in part from Road Funds, the Collector and the Range Officer should submit their conjoint opinion that the road is a necessary work. In this way the interest of the rate-payers and the general public would be protected against the partial and exceptional interest of the cultivators of wet land.

(2.) In every case in which it is proposed to incorporate a district road with a water dyke, and in doing so to deviate in some measure from the natural course of the road, or to incur greater expenditure than the road alone would have involved, a careful estimate should be made of the necessary cost of the road alone in its most direct and natural course, and the amount thus ascertained should be charged to the Road Fund, the excess of expenditure on the combined work being charged to the irrigation funds available, from whatever source provided.

4. The opportunity which I have embraced, in order to record my impressions in connexion with Mr. Puckle's letter, has been afforded me by some remarks attached by my colleague, Mr. Arbuthnot, to the draft order on this subject prepared in the Public Works Department—remarks in which I entirely concur. It is justly observed by Mr. Arbuthnot that the able, original, and exhaustive scheme of agricultural improvement embodied in the communication from the Collector of Tinnevely has been dismissed by the Board of Revenue after an unusual delay with little attention and no recognition. After retaining the letter for a period of eight months, the Board passed it on to Government without any commentary on the important suggestions offered by the Collector concerning the executive agencies to be employed in the projected works. Nor do they seem to have considered that the pains bestowed by Mr. Puckle on a prescribed task, which he made a labor of love, justified any commendation.

The Board has, in my humble judgment, committed an error which ought not to pass unnoticed. The retention of a paper of such importance as the one

under consideration for so great a length of time is unjust to Government and unjust to the author. It deprives Government of that timely information to which they are entitled; it deprives the author of the satisfaction and encouragement which are his reward. The Government have, moreover, a right not only to expect from the Board a reasonable promptitude in the despatch of business, but also such reflections and arguments on the topics submitted as may aid Government in maturing a definitive opinion. The Board is not simply a vehicle of transmission, it is the official and responsible exponent of the questions passing through its hands to Council. The Government will accordingly do well to mark their sense of the procrastination and indifference with which the communication referred to has been treated. The order drafted in the Public Works Department having been judged by Mr. Arbuthnot to be incommensurate with the interests brought under our consideration, I propose that the order may be laid aside, and that another may be prepared in the same department on the basis of the remarks now submitted, and of any suggestions which may be offered by the other Members of Council.

No. 104.—JANUARY 1869.

On the necessity for constructing a new Hospital in the Body Guard Lines and for the amelioration of the Quarters of the Farriers and Trumpeters.

The accompanying correspondence illustrates a subject which I ought to have brought sooner under the consideration of Government, but which I have deferred with a view to the numerous pressing claims on our attention and on the public expenditure. The hospital of the Body Guard is most defective both in respect to position and accommodation. The quarters of the Farriers and Trumpeters are so contracted, ill-ventilated, and enclosed, that they must be generally unhealthy, and may become at any time the seat of some dangerous malady. In fact, typhoid fever has recently broken out, and it is referred by medical authority to the state of these habitations. An inspection of the locality this morning leads me to believe that the most pressing want is the construction of a new hospital. If this was done, some workshops and repositories might be moved into the old hospital, and the adjacent houses of the Trumpeters and Farriers might be ventilated and enlarged. There is also a small latrine used by the families of two Serjeants which urgently calls for attention, and which, pending its eventual removal, might be greatly improved by being supplied with metal pans and tubs, and by a better application of the dry earth system. Colonel Macgregor and Dr. Miller, who accompanied me on my inspection, concur in the opinions which I have expressed. I propose, therefore, that the Department of Public Works be instructed to submit a plan for a new hospital in the Body Guard lines, and, in connexion with this change, for the amelioration of the quarters of the Farriers and Trumpeters. The Department of Public Works might also confer with Colonel Macgregor, with reference to some provisional alterations that might, I think, be meanwhile effected in the latter.

No. 105.—JANUARY 21, 1869.

On Colonel Lukin's Claim to Compensation for loss of Regimental Command Allowance, &c.

The Secretary of State has decided that the orders, in virtue of which Colonel Lukin was removed from his command, were erroneous—I may almost say illegal—and that he has a fair claim to restoration to command and to compensation for losses entirely entailed on him by removal. The order of the Secretary of State does not distinctly say that the displaced officer is to be restored to the particular command which he vacated, but, if he does not say so, I conclude that it is because such a restoration would involve a flagrant reversal of the decision of the Commander-in-Chief, which would scarcely be consistent with military proprieties, and because such a step would involve losses and hardships for others; with this exception, I understand that the Secretary of State desires to compensate the deprived officer for every loss to which he has been subjected by the erroneous act of the Commander-in-Chief. The deprived officer is, as far as possible, to be placed in the enjoyment of all the benefits which he would have received if he had never been deprived of his lawful position: Colonel Lukin is not to be re-appointed to the command of the 41st Regiment, but he is to receive full satisfaction in all other respects. In the spirit of the instructions of the Secretary of State he has a right to all the advantages of pay and allowances which he would have had had he been left in possession of his command. I have no doubt of the pay. With reference to Presidency house-rent there might certainly arise the question whether Colonel Lukin would not have absented himself if he had retained his command for the same time, as he has done when expecting the decision of the Secretary of State. He intimates, however, that he might have preferred to remain at Madras and make no sacrifice. Whatever we may think of this, I would take him at his word. The Commander-in-Chief inflicted an injustice. The Government has decided to acknowledge and repair it. I would not stick at a trifle or avail myself of technical objections. It is urged that Colonel Lukin, subsequent to his removal, twice refused commands, and that a portion of the losses he has incurred have thus become his own act; that if he had accepted the commands his losses would have been less, and the obligation of Government towards him less: I regret that Colonel Lukin declined those commands. I think it would have been more consistent with the true military spirit if he had accepted them, but he declined the first without prejudice to his claim, and though he declined the second unconditionally, the second was not a full equivalent of the command from which he was unjustly removed. Nor do I attach much importance to the argument that Colonel Lukin might have retained the position of *second in Command* in his regiment; he regarded the command as his right, it was scarcely consistent with his position and his claim that he should continue second where he had a right to be first. Besides he was permitted to retire. In a word the claim of Colonel Lukin was to command a particular regiment, and, pending a decision on that point by the highest authority, he determined not to serve at all unless ordered. The decision has been in principle entirely on his side; in practice, for the reasons stated above, it has fallen short of his desires in a single particular—he is not restored to the position he occupied. In all other respects he ought, by the spirit of the order of the

Secretary of State, to be reinstated in the full benefits of his legitimate position till he obtains an equivalent appointment. I would pay his demand in full.

No. 106.—FEBRUARY 1869.

On the same subject.

On a re-consideration of the question in connexion with the remarks of His Excellency the Commander-in-Chief and those of Mr. Arbuthnot, I concur in the opinion of the Commander-in-Chief that the claim of Colonel Lukin to full compensation should cease from the 6th of July, when he declined to accept the command of the 14th Regiment—on the remaining points connected with the claims of the other officers I adhere to the views of the Commander-in-Chief.

No. 107.—FEBRUARY 8, 1869.

On the re-distribution of the Divisional and Brigade Commands of the Madras Army and on the Military Requirements of the Madras Presidency.

In the remarks which it is my duty to submit I trust I shall be excused if the necessities of the subject oblige me to touch upon questions of a purely strategical character, in which I am not a competent judge, as well as upon general interests which are not completely within the sphere of my observation. I desire to restrict myself, as far as possible, to the military requirements of the Presidency in their civil relations, having in view the internal peace and safety of the country, and, as far as Madras is concerned, some reduction of that exorbitant and increasing military expenditure, which seems to be a reproach to the Indian Government and an injustice to the Indian people. The oblation which we are enabled to present in the cause of economy may only be a mite, and there may be valid reasons to prevent the acceptance even of that, but it is our duty to offer it with earnestness, and to hope that the same spirit will prevail in other quarters.

2. There are now stationed in the limits of this Presidency and in the dependent Native State of Travancore seventeen regiments of Native Foot, distributed as follows:—

Berhampore ...	1 regiment.	Cannanore ...	2 regiments.
Vizianagram ...	2 do.	Quilon ...	1 do.
Bellary ...	2 do.	Trichinopoly ...	2 do.
Madras ...	3 do.	Palamcottah ...	1 do.
Vellore ...	1 do.	Kurnool ...	1 do.
Mangalore ...	1 do.		

3. I proceed to consider how far this force can be reduced with due regard to the security and credit of Government, and in what manner the regiments retained should be distributed.

4. I would retain the regiment or the wing at Berhampore. It appears to me that the presence of a disciplined force at that place must exert considerable influence over the minds of the Hill Tribes, and must materially support the

civil authorities and the police in a district which is still the scene of feuds, and even of rebellion. It is a country of Zemindaries, and not remote from Native States, nearly independent and in a low stage of development. The police are of doubtful discipline and efficiency for operations in the field, and the unhealthiness of the climate is such that, in some moment of emergency, both that force and the civil establishment might be deprived of their most trustworthy officers.

5. The arguments which recommend the retention of regular troops at Berhampore for the present apply, though perhaps with less force, to Vizianagram or Waltair; but I do not see the object of keeping two regiments in that quarter. I would remove one. His Excellency the Commander-in-Chief should determine whether Waltair or Vizianagram is the proper military station, having regard to the health and convenience of the officers and men. In a political point of view it appears to me indifferent. The retention of a regiment in the district of Vizagapatam is for the prestige of Government, and for the maintenance of tranquility in the adjacent wild Zemindaries and mountainous regions. It has now, I presume, no direct reference to operations against the Hyderabad territory, which is more accessible and vulnerable, both from north and south, by the railways and other inland routes.

6. Bellary has two regiments of Native Foot. It is a complete military station, with a competent force of English Infantry and Artillery, and supported by a regular fortress of great strength. I would regard Bellary as the bulwark of our northern frontier against Hyderabad, and as the basis of any operations which might become necessary against that State. The regiment removed from Vizianagram might be transferred to Bellary, giving this station three Native Regiments. We should thus have at our chief inland northern station a substantial native force of both arms, exercised under British supervision and control, in communication by telegraph and railway with the capital, and comprising one or even two regiments in the nature of a reserve available for any sudden emergency, either at home or abroad.

7. Madras claims the presence of three regiments of Native Infantry. Two might at a pinch be rendered sufficient for local duties; but concentration, where it can be effected without the sacrifice of other interests, is most desirable, and one regiment would thus be held ready for despatch abroad, or for employment in the country, at the most convenient station, for equipment and transport.

8. The Native Regiment at Vellore might, in my humble judgment, be withdrawn. I see no political or military ground for retaining it in that isolated position at so short a distance from Madras. The alleged existence of Mussulman discontent in the town is a ground for taking away the troops from contaminating influences. In definitively removing the Native Regiment from Vellore, it would be necessary to consider how the fort should be disposed of. Left standing and empty it might become, in critical times, a temptation to the disaffected. If retained as a State Prison, or as a place of strength and refuge, it ought to be occupied by a company of English troops. If not, it ought to be razed.

9. Of all the detached military stations in the Presidency, Mangalore appears to me now to be the most superfluous. The country is prosperous and contented. Cannanore is within reach. I would suppress the Native Regiment

and transfer the half battery of Native Artillery to Cannanore, or to Malliappooram, its dependency.

10. There are two Native Regiments at Cannanore: one would surely be enough with the five companies of English Infantry; the Artillery and the Native guns to be transferred from Mangalore. The elements of disturbance in Malabar are constantly declining, and the factions of the Moplahs are rather exasperated against one another than against the Government.

11. Quilon has a debilitating climate. The country is rich, peaceful, and friendly. The buildings are defective. The station is unpopular. I see no motive for retaining it, except one of friendly and equitable consideration for the Travancore State. Travancore pays a subsidy of eight lakhs to the British Government, and in return for that subsidy, we afford a military guarantee to the Maharajah. We are bound to support and defend him, and we thus practically exonerate him from all military expenditure, except for the purposes of ceremony and display. We are not under any obligation to keep a single soldier in the Travancore territory. Nevertheless, when a Native State makes for a military purpose a heavy payment to the English Government, it appears only consistent with the generosity of our policy that a portion of the funds in question should be spent within the boundaries of the Native State. I do not think that we could in honor maintain less than one regiment in Travancore, unless the subsidy was diminished. I am, therefore, reluctantly compelled to assent to the retention of the regiment at Quilon, which I would otherwise gladly see suppressed.

12. There are two regiments of Native Infantry at Trichinopoly, with two companies of British Infantry and a battery of Artillery. The proportion of Native troops appears to me rather excessive, and I do not see the object of maintaining so large a force in a quiet, settled country. I would withdraw one regiment of Native Infantry.

13. On a previous occasion I expressed a decided repugnance to the removal of the Native Regiment at Palamcottah. It appeared to me undesirable that all the most respected symbols of conquest and prerogative should disappear from the opulent, populous, and extensive region which extends from Trichinopoly to Cape Comorin. I did not attach much significance to the alleged elements of disturbance, which are said still to exist among the ancient criminal castes disseminated on the borders of Tinnevely and Madura, and especially in the Marava country; but I thought that it was of importance that something of the dignity and ornaments of authority should be preserved where the traditions and monuments of Native Sovereignty have not quite disappeared, where there are some remains of a provincial aristocracy, and where the vulgar may scarcely believe in the reality of power without its glitter. My colleague, Mr. Phillips, entertains the same impressions, and Mr. Arbuthnot recognizes their validity by proposing to substitute a system of camps and marches for sedentary stations. The suggestion made by my colleague appears to me to be correct in theory, but I doubt whether the plan which he advocates could ever be continued. Marching is expensive and sometimes dangerous. I question whether Government would long persevere in an expenditure which could so easily be retrenched, and a single outburst of cholera among British troops on this moving parade would discredit the practice. I apprehend that the alternative is between the maintenance of a permanent station in the south and the entire evacuation of the

country. Notwithstanding that I still think that there is considerable value in the reflections submitted above, it must be admitted that the essential objects of Government are material welfare and a wise economy of the public revenue. I therefore assent to the suppression of the military station at Palamcottah. It is certainly not indispensable, and the material loss which the locality will suffer will soon be made good by the beneficial public works which are in contemplation for the district.

14. It has already been decided that the Kurnool regiment is to be removed from that town.

15. Under the scheme which I have here submitted, six regiments of Madras Infantry, now stationed in the Presidency, would be dispensed with, viz., one removed from Vellore, one from Mangalore, one from Cannanore, one from Trichinopoly, one from Palamcottah, and one from Kurnool. Four stations would be suppressed, viz., Vellore, Mangalore, Palamcottah, and Kurnool. Three regiments—two at Bellary and one at Madras—would still represent a small local reserve available for any sudden summons to extraordinary foreign or home service. Three stations would remain for the present, each with a single Native Regiment, viz., Berhampore, Vizianagram, and Quilon—a violation of sound principle sanctioned for a time in consideration of local objects. Seven military stations would remain, viz., Berhampore, Vizianagram, Bellary, Madras, Cannanore, Quilon, and Trichinopoly, with an aggregate force of eleven regiments of Native Infantry.

16. There are only four regiments of Cavalry belonging to the Madras Army, which are to be re-organized on the irregular system. Of these only one is stationed in the Presidency, at Bellary. In my humble judgment another regiment of Cavalry should be called in, and fixed either at Madras or at the Mount, in order to complete the divisional force at the capital, which has now no horse, except the Troopers of the Body Guard.

17. The Native Artillery of the Madras Army is still represented by a half battery at Cuttack, and a half battery at Mangalore, which I have proposed to transfer to Cannanore or Malliappooram. The Supreme Government may decide whether the half battery at Cuttack can be dispensed with. If so, we do not need it here, and it might be gradually absorbed. The little force of Native Artillery on the Western Coast it might be wiser to retain, with a view to the tranquility of Malabar, especially if a Native Regiment is suppressed at Cannanore.

18. The Presidency of Madras is at present divided into five Military Commands, the Southern Division (Trichinopoly), the Centre Division (Madras), the Ceded Districts (Bellary), the Northern Districts (Waltair) and Malabar and Canara. The three first on the list are Major-General's Commands. The two last are Brigades. I would retain Madras as a Divisional Command, and consolidate the Southern Division with it. Under the proposed arrangements and reductions there would only be one station in the south, with a single Native Regiment of Infantry and a small detachment of English Foot and Artillery. It would be a mere out-post of the Madras garrison, lying at an important point on the railway system. It would, in my opinion, be preferable to unite Trichinopoly to Madras rather than to unite it to Cannanore, which is the alternative favored by Mr. Arbuthnot. The little force at Trichinopoly would be the controlling force for the whole south. The place is in immediate railway

and telegraphic communication with Madras, which is the seat of Government, the usual head-quarters of the Commander-in-Chief, the centre of military administration, the chief arsenal of the Presidency, and one of the stations at which a reserve regiment, available for sudden emergencies, would be maintained. Bellary might, with propriety, be converted into a first-class Brigade Command. Waltair and Cannanore would remain as they are at present. In this way one command would be abolished and another reduced.

19. His Excellency the Commander-in-Chief has advocated the occupation of the old fort at Gooty, with the view of protecting the railway between the Bombay frontier and Cuddapah, as well as the adjacent territory from predatory incursions issuing from the Nizam's country. For this purpose His Excellency would station at Gooty either a complete regiment of Native Infantry, or a company of British Infantry, with a Garrison Battery and a Wing of a Native Regiment. I concur with the Commander-in-Chief in preferring the latter alternative should the project be adopted in any form, for I hold that a place of strength ought never, under any circumstances, to be entrusted to a purely native force. I venture, however, to submit my impression, with the greatest deference to the authority of the Commander-in-Chief, that it would be expedient not to entertain this design. Gooty is on the railway from Madras to Bombay. It will shortly be united by railway with Bellary, which is only fifty-five miles distant. It is no doubt more advantageously situated as a defensive post than Bellary, but Bellary is also a strong position, and is already provided at heavy cost with all the appliances necessary for a European and Native garrison. It may be doubted whether, in the present state of the Nizam's territory, any mere predatory incursion of the nature apprehended is likely to occur. Any hostile act emanating from that quarter would probably be preceded by a period of agitation and warning, which would enable the Commander-in-Chief at Madras and the Commander of the force at Bellary to advance troops to the frontier. If, however, a sudden inroad was attempted from the Hyderabad country, it may be questioned whether a force of the character suggested would be well calculated to anticipate, repel, or chastise the invaders. The Native Infantry could not move with much celerity, and might not be trustworthy alone. The English company could not leave the fort until relieved from Bellary, and would then be nearly helpless for the purposes of pursuit. The Garrison Battery would, I presume, remain within the walls. A small force of Irregular Cavalry, with a couple of light guns, would, it appears to me, be more to the purpose, but these might surely be fetched from Bellary to the scene of action by railway with sufficient despatch. Nor can I overlook the question of expense. No English force, however small, can be accommodated without considerable outlay. The dilapidated or superannuated lodgings of the ancient fortress would not be deemed appropriate or sufficient. We should be hurried into the construction of barracks, hospitals, and family-quarters, with all the accessories and apparatus of sanitation and recreation, which constitute such desirable adjuncts to military quarters, but which all cost money that the State can ill spare, and which this Government would not be justified in appropriating without a stronger conviction of necessity than I can at present form. I submit that it would be better to raze the old fort at Gooty entirely, and to place Bellary on the best possible footing of defence. Gooty might have been better, but we are committed to Bellary, and we cannot afford to have two fortified European stations so near each other.

20. Having thus succinctly stated my impressions as to the military occupation of the Presidency in reference to local wants, I may be asked what I propose to do with the six regiments of Infantry which are considered to be superfluous. I reply with Mr. Arbuthnot that I hope the Government of India will employ them beyond our limits, effecting proportionate reductions where they can be made with the least prejudice to existing interests. The Madras Army has some special claims to considerate treatment. It was faithful and useful in a period of trial. It has been already subjected to heavy reductions. It is particularly available for service beyond sea. It has a very crowded list of unemployed officers in the superior grades. It has peculiar features in its constitution, which make the dissolution of regiments unusually hard upon the soldiers and their families. Under these circumstances, I consider that the most equitable course to adopt would be to substitute the superfluous Madras regiments gradually for Bengal troops in the occupation of northern stations.

21. If this overture for the more extensive employment of Madras troops in northern stations is not accepted by the Government of India, it may still be asserted that they are requisite as a reserve either for service beyond sea in war, or on the northern frontiers in case of disturbance or invasion, or in India itself against internal enemies. It is for the Government of India to determine what is the amount of reserve necessary for the service and safety of the empire. If it is considered desirable to retain these Madras regiments for imperial purposes, and to station them in this Presidency, then I contend that they ought to be distributed between Madras, Bangalore, Bellary, and Cannanore, where they can be associated and exercised with the largest relative number of English troops. I trust, however, that, if it is thought expedient to maintain a reserve of Madras troops for the purposes of war (the policy of which I do not dispute), the Madras regiments will in future be admitted to a more equitable share of the honors, prizes, and advantages of war service. When I was in Calcutta two years ago, I suggested to His Excellency the Commander-in-Chief that a moderate reduction might be made in the Madras military establishments. Sir William Mansfield replied that the armies of Madras and Bombay were the only reserves available for foreign war service, and that he scarcely knew how he could dispense with any portion of the Bengal Army. Nevertheless, when an emergency arose, a large Bengal force was offered for Abyssinia, and, while the Bombay troops were extensively employed, the Madras regiments were merely moved up to fill vacancies. This was a proceeding that the Madras Army naturally resented, and which, if repeated, might eventually become highly prejudicial to the preservation of the true military spirit. If the Madras Army is to be maintained as a reserve, it ought to be as a fighting reserve, not as a stop gap on the footing of invalids or veterans. Active service in the field abroad is indeed peculiarly due to the Madras troops, recruited as they are from a pacific population, and far removed from the scene of border activity and conflicts.

22. If the Government of India, on a deliberate and impartial consideration of the claims of the Madras Army, should decline the services of the six regiments referred to in northern stations, and if it is not thought necessary to preserve them as a war reserve, it is, in my opinion, expedient that they should

exaggerate the results which may be expected from the proposed innovations. We do, in fact and practice, now exercise the greater part of the powers with which we should be invested by the charter of Sir R. Temple. The budget of the Presidency of Madras is sanctioned by the Government of India in conformity with the counsels of the Government of Madras, and the Government of Madras make, I firmly believe, a repartition of the funds which they ask for essentially similar to that which would be made by any body to which the same task could be entrusted. The controlling or correcting power of the Government of India is certainly not exercised frequently or wantonly. The recommendations of the Executive Council are made with an intelligent view to the public interest. The Government of India meets this Government with confidence and cordiality, with as much liberality as general necessities and obligations will allow. The only matters which, under a different system here, could give rise to serious discussion would be the appropriations in the Department of Public Works, and in nine cases out of ten I do not see how any deliberative Council in this country could do otherwise than adopt the recommendation of the Secretary in the Public Works Department, or of the Revenue authorities, who must after all exert the soundest judgment in making a selection from the numerous objects of indisputable importance which claim our attention. Under the proposed arrangements we should have much more of the forms of independence, and something more of its essence; but the new method would, for the most part, produce the same results as the old. What we need is more money rather than a different machinery for dividing it and spending it. We can hardly spend it ill. But the scheme of Sir R. Temple will not give us more money. At least it will scarcely increase our Presidency appropriations any faster than they have increased under the existing system.

No. 109.—FEBRUARY 21, 1869.

On the utilization of the Waters of the Numbyar, in the Tinnevelly District.

The sanction accorded by the Supreme Government to the construction of the Streeviguntum anicut with its dependent tanks and channels, the project for a development of irrigation on the middle course of the river Tambrapoorani, the scheme for the formation of storage basins on its headwaters, and the subordination of the whole system of water distribution as a separate charge to a special Range officer, give us a sufficient guarantee that the interests of the cultivator and the revenue in that quarter will be amply provided for. There are, however, other streams to the south of the Tambrapoorani which offer many features of similitude with that river, though on a much smaller scale. Though scarcely exceeding the dimensions of brooks, they are connected with the Western Ghats, they receive a supply from the south-west monsoon, their sources are shaded by forests, they have a perennial or almost perennial flow. An inspection of the map shows several such streams, all of which find their way to the sea, the northern or larger Natar (also called Numbyar), the southern Natar, the Trick-naungoody, and still further south the Unnumaur. The three first are apparently interlaced with each other by an intricate system of artificial channels and reservoirs. The last appears to stand alone. All have at various times attracted the attention of our engineers, and owe their present utility substantially to the

labors of Colonel Horsley, to whom the minor irrigation works of Tinnevelly are so much indebted. On my recent visit to the south, the state of these irrigation works was brought to my notice by several of the missionaries, and especially by the Rev. Dr. Caldwell. I was also addressed upon the subject by deputations of the country-people. I then engaged that the state of these rivers should be investigated, and on my return I spoke to Colonel Orr on the subject, who promised to depute an officer on this duty as soon as one could be made available. I have now the honor to communicate a letter which I have received from the Rev. Dr. Caldwell, in which he presses for the prosecution of the inquiry, and states that he has matured a plan for the utilization of the Natar or Numbyar river, which he is ready to submit to the judgment of a professional engineer. The Secretary for the Department of Public Works, on the other hand, is prepared to place an officer on the work.

2. The Unnumaur is not in immediate connexion with the streams to the north, which form a sort of net-work of irrigation channels, but it seems to rise and flow under the same physical circumstances, and is probably available for the same purposes among the same people. All these water-courses are so near each other, so similar, and, in great part, so mutually dependent, that I apprehend they may be properly formed into a single irrigational group, and become the object of a single consolidated loan if the projected investigation shows the scheme to be of a profitable character.

3. The proposal which I submit is accordingly this, that the Government should sanction the nomination of a special officer, under the direction of the Superintending Engineer, 8th Division, to investigate the rivers flowing from the ghauts to the Gulf of Manaar to the south of the Tambrapoorani, and between that river and the Travancore frontier, with the view of ascertaining whether the irrigation from those streams can be so improved and extended as to justify the concession of a loan by the Government of India.

In undertaking this inquiry the officer would be instructed to confer with Dr. Caldwell, whose local information and influence would be highly useful to the undertaking.

The inquiry might commence with the Numbyar.

4. The capabilities of the southern streams in Tinnevelly having been ascertained, it would be desirable, in my opinion, that the same officer should make a survey of the Vypar, a river of greater volume in floods, but liable to be dried up in the hot season. This river is already available to a considerable extent for irrigation; but, if local impressions are well founded, it is still susceptible of improvement, a great amount of surplus flood water running yearly to the sea.

P. S.—After placing the preceding remarks in circulation, I was informed by Mr. Phillips that a communication had been received from the Board of Revenue enclosing a letter from Mr. Pennington, Sub-Collector of Tinnevelly, having reference to the improvement of irrigation on the Natar or Numbyar river. That letter, which reflects great credit on Mr. Pennington, is now before me, together with a memorandum from the Range officer and the remarks of the Board of Revenue. These papers confirm the impressions which I have submitted to my colleagues, and justify, in my opinion, immediate action being taken in the matter. I would, therefore, submit that the papers be transferred

to the Department of Public Works, in which an order might be framed in the following terms :—

“ PROCEEDINGS OF THE MADRAS GOVERNMENT,

Under date the

“ Read the following Proceedings of the Board of Revenue, 11th February 1869 No. 889, and a Minute by His Excellency the PRESIDENT, under date February 21st, enclosing a letter from the Rev. Dr. CALDWELL.

“ Under the circumstances set forth in the foregoing papers, the Right Honorable the Governor in Council resolves to direct that instructions be issued in the Department of Public Works for a trial survey of the Numbyar or Natar river being at once undertaken in connexion with the other streams which flow from the Western Ghats to the sea to the south of the Tambrapoorani.

“ 2. The desire of Government is that the development of irrigation from these streams should, if possible, be consolidated in a single loan work.

“ 3. A special officer will be appointed for this duty. He will place himself under the orders of the Superintending Engineer, 8th Division, and in correspondence with the Collector of the district, the Sub-Collector, and the Rev. Dr. Caldwell, whose local knowledge cannot fail to be of great use to him in the preliminary stage of his inquiry.

“ 4. After the investigation of the southern rivers has been completed, the Governor in Council will take into consideration the expediency of extending the survey to the Vypar river in the northern part of the district.

“ 5. The thanks of Government are due to Mr. Pennington and the Range officer for their intelligent exertions in bringing forward a project which promises to be of material advantage to the country concerned.”

I have only to add that I fear Mr. Pennington is mistaken in promising himself a great accession of water-supply by diverting streams that run westwards to Travancore. There is a project under consideration there for storing water from those sources, and greatly increasing the irrigated area.

NO. 110.—FEBRUARY 28, 1869.

On the expediency of completing the Extension of the Northern Canal from Doogoorazpatam to Kistnapatam by means of a loan on the revenues of the Canal.

On my recent excursion to Nellore, I had an opportunity of inspecting the progress of the Northern Canal, which is being carried on towards Kistnapatam under the direction of Mr. Fraser. The work appears to be satisfactory. About seven miles have been opened for navigation. The money with which the undertaking was resumed is, however, nearly exhausted, and, unless additional funds are soon provided, this useful vehicle of transport will again be arrested in the middle of the sand-waste, without having attained a terminus convenient for traffic. The expediency of prosecuting the excavation, as far as the Kistnapatam backwater, was strongly pressed on my attention by the Collector and the inhabitants of Nellore, and it is for this purpose that I submit the following suggestions to Council.

2. The whole cost of continuing the canal from Doogoorazpatam to Kistnapatam was estimated some years ago to be Rupees 2,35,000. It would scarcely

be safe to assert that the works could now be satisfactorily completed for much less than Rupees 2,80,000. The accumulation in hand amounted to rather more than Rupees 80,000 when operations were begun last year. We, therefore, require about Rupees 2,00,000. I propose that this amount should be raised by a loan on the revenues of the canal, which might be advanced by the Supreme Government at the rate of ten per cent. per annum—five per cent. as current interest, five per cent. to be employed as a sinking fund for the extinction of the capital of the debt.

3. The average annual income during the last three years has been rather more than Rupees 44,000. The average annual expenditure for maintenance during the same period has been rather more than Rupees 13,000. These figures represent the revenue and expenditure on the Northern and Southern Canals together, which may be justly regarded as the disunited members of a single work, of which the northern section is the most important and profitable. The aggregate revenue thus exceeds the aggregate expenditure by about Rupees 31,000 per annum. I do not, however, propose to consider the surplus revenue as so large. It is desirable to keep a considerable balance of revenue in hand for emergencies and current improvements on the older portion of the work. But we can, with perfect safety, assume the permanent available surplus revenue at Rupees 20,000, which is exactly the interest, at ten per cent., of the sum which I propose to raise.

4. It may be urged that we should at once contemplate a greater extension. I think not. Continued to the Kistnapatam backwater, the canal would reach a good commercial terminus. It would be brought into connexion with a natural waterway, which penetrates for several miles westwards along the skirts of the great rice field of the Pennair river. The shore of the backwater would become, as Mr. Dykes observed to me, a long wharf, at which the produce of the district would be embarked for Madras. I do not mean to disparage the project of a further extension hereafter. Not only the delta of the Pennair, but the deltas of the Kistna and Godavery ought to be placed in connexion with the Madras market by internal navigation; but the more contracted scheme can stand by itself, it is a good one, it is a cheap one, it is easy, it is within our reach; we ought, in my humble judgment, to deal with it first, leaving the development of the enterprise on a greater scale to other times and hands. The surplus revenue of the canal, which can now carry it to the Pennair, may carry it to the Kistna at a later period.

5. It has been suggested to me that another attempt might be made to obtain from the Supreme Government the refund of the revenues of the canal, which had accumulated to the amount of more than three lakhs before the canal was declared to be a local work, and which were poured into the Imperial Treasury. It has been also proposed to apply for a special grant. I think that these expedients may properly be reserved for other objects in connexion with the canal, such as the junction of the Northern and Southern Canals in the town of Madras should that scheme be eventually approved, or the extension of the Southern Canal in the direction of the Cauvery delta, to which it should eventually tend. We have before us a limited but useful project and a legitimate means of executing it—the Kistnapatam extension and a loan to do it with. I would begin with these.

6. The Government was requested, in an address presented to me by a deputation of the citizens of Nellore, to cause the canal to be widened and deepened so as to admit of the use of steam tugs. I submit that the Department of Public Works be invited to give an opinion as to the feasibility of this proposal, and to state approximatively what would be the cost of enlarging the Northern Canal from Madras to Kistnapatam, so as to make it available for flat-bottomed steamers. I do not anticipate that we shall be able to entertain the project at present, but it would be interesting to obtain some notion of the cost which would be involved, and it would be satisfactory to the people of Nellore to know that their wishes had been considered.

7. The design which I submit to Government is one in which not only the city of Madras and the irrigated lands in Nellore are concerned. It bears upon the general question of irrigation and revenue. The extensive works of irrigation which are being undertaken promise to accumulate great masses of wet produce on particular restricted localities. Unless transport is provided for these food-stuffs they will fall in price, become a burden to the local producer, and discourage the farmer from converting dry land into wet, and availing himself of the water offered by Government. If Government desire to secure and extend their wet revenue they must provide, not only the means of production, but the means of evacuation and carriage. The double project for extending the irrigation of the Pennair on its northern and southern banks will, after the lapse of about eight years, afford the means of watering about 1,20,000 acres of land, only a small portion of which is now insecurely supplied. It surely behoves Government to take timely measures for putting in motion and circulation the immense addition which will thus be made to the food-supply of the country.

8. My attention was called by Mr. Fraser to the fact that the payment of dues on the Northern Canal is now occasionally evaded by the proprietors of boats, who land goods at Ennore, which are then carried into town by the road, the boat returning empty to the north. There is no control exercised over boats except at the lock, where tickets are issued, and at the basin, where the dues are levied. A boat which does not pass the lock eludes payment. Mr. Fraser entertains the impression that abuses of this sort would be prevented and a higher revenue secured if a system of licenses was introduced, and if the tonnage dues on loaded boats were abolished. It appears to me that it would be desirable to recommend this question to the consideration of the Collector of Madras, who should present a report, in conjunction with Mr. Fraser, on the alleged irregularities, and on the the best method of securing the highest amount of revenue on the canal consistent with the development of navigation.

No. 111.—MARCH 4, 1869.

On the question of the Improvement of the Paper Currency.

The scheme of a single bank note freely exchangeable at par for coin at Chartered Banks, or Government Treasuries, scattered over the whole country, and constituting a legal tender between man and man, and between subject and Government, is the ideal of a paper currency for India. This ideal is, however

recognized to be so unattainable that we are in a manner prohibited from bringing the project under discussion on this occasion. The Government of India have communicated two plans for our consideration of a less ambitious character, having in view some approximation to unity, and provisions pointing to a greater spread and more popular use of this method of exchange.

2. The first proposal contemplates (1) the creation of a Presidency note to be legal tender in private transactions, and for payments to Government throughout the Presidency, and to be exchangeable for coin on presentation, and to an unlimited amount at district treasuries which are now placed in railway and telegraphic communication with the Presidency town; (2) the retention of the existing four Currency Circles with their circle notes on the present footing; and (3) the sanction of a subordinate note circulation for each district, the district note to constitute a legal tender in all respects within its district, and to be convertible at the district treasury.

3. The second scheme embodies the following features:—(1) the proposal for a Presidency note as in the first; and (2) the sub-division of the existing four Currency Circles into smaller Circles, each embracing one or more districts, and each possessing its circle note constituting a legal tender in all respects.

4. The first project has not, as far as I am aware, received any support here. It appears to be regarded with little favor even at the source from which it emanates. It appears to be too complicated. It embodies the dangers and embarrassments which attach to the second plan. It contains no advantages which the second plan does not offer.

5. The proposal of a Presidency note is undoubtedly one of an attractive character. It is the general note in a less startling dress. It appears to be a prudent and practical step in the direction of that object which has so great a value in the eyes of a large class of enterprising economists. I am, however, constrained to declare, after reflection and after conference with those who are versed in the commerce and finance of the Presidency, that the proposal differs little in risk from the wider measure to which I have alluded. The Government obviously cannot undertake to cash its notes on presentation and to an unlimited amount at all the outports and principal centres of trade in the interior. To engage to do so at places not reached by the existing railways would be to expose the credit of Government to the most disastrous reverses. To engage to do so at places on or near the existing railways would involve the retention of larger cash reserves than would be convenient. It would be attended by risk, expense, and inconvenience without commensurate advantage, without affording any considerable benefit to the general trade of the country, without attaining any considerable expansion of the circulation which we desire to foster. Under the stimulus of rapid postal and telegraphic communication the markets of India are daily becoming more sensitive, more accessible to the impulses and fluctuations of production and demand in other countries. The variations in the season, or the accidents of political change in the United States, in Brazil, in Java, in Cuba, may cause sudden alterations in the prices or the prospects of our principal commodities of export, attended by sudden demands for large sums in coin for local payments which could not be met by any provision or by any despatch of which the Government would be capable. Gopaulpore, Bimlipatam, Cocanada, Tuticorin, Cochin, and Tellicherry on the coast, and Bellary, Madura, and

Tinnevely in the interior, are all still inaccessible. Calicut is scarcely brought within the circle of rapid relief. Would it be desirable for the sake of Cuddapah, Coimbatore, Trichinopoly, and Negapatam to introduce an innovation so important, and loaded even in these places with difficulty and responsibility for Government? The officers of Government connected with the administration of the currency—the most experienced merchants and bankers—say that it would not. I cannot but assent to their opinion.

6. It may be contended on the other side (1) that the markets to which the proposed system would be applicable will gradually increase in number by the development of the railway system; and (2) that the obligation on the part of Government for the encashment of Presidency notes at the remoter treasuries might be guarded by some precautions, or reservations, with reference to amount and time.

To the first argument I reply that years must elapse before some of the distant outports are placed in railway communication with the capital, while others will probably never be so connected, and that those even which may be brought within the completed system will still be separated by such a length of transit from Madras as to make the prompt execution of money obligations from the central treasury a work of difficulty. Nor does it appear that it would be consistent with the development and usefulness of a paper currency, devised for the service of the whole Presidency, that the obligation to exchange coin for notes should be qualified either in respect to time or amount, for any reservation or delay would be accompanied by some loss of convenience or confidence in a matter where the Government should be able to demonstrate its resources and its superiority over private agencies by unlimited power and unhesitating promptitude.

7. For the larger operations of commerce the Presidency note would only be of considerable utility if its immediate convertibility could be ensured to any amount and on all the principal markets of the country, conditions which cannot be fulfilled. For the purposes of smaller remittance the Government have established the money order system, and in this respect the Government by creating the Presidency note would be undermining with one hand what it is building with the other. It is not, however, only in reference to the money order system that the institution of the Presidency note would involve the Government in a course of inconsistent contradictory action. The Presidency Bank has been encouraged to establish branch banks all over the country for the purposes of local exchange. The institution of the Presidency note would destroy this branch of business. The mere attempt would probably involve the withdrawal of the Bank of Madras from its provincial operations. From such results the Government ought not to recoil if a commensurate result could be safely predicted. The money order system and the branch banks might be sacrificed if the Presidency note was safe and sure to succeed. But it is not safe and not sure to succeed. The conclusion at which I arrive, therefore, is that the proposal for a Presidency note is one which, for the present at least, we are bound to decline.

8. The second feature of the second plan communicated by the Government of India, viz., the sub-division of the present Circles of Issue, is one, on the contrary, which might be adopted with manifest advantage. With the view of

popularizing the paper currency two things are necessary. We should increase the number of offices at which the notes can be converted into coin, and we should reduce the denomination of the notes so as to bring them into some conformity with vulgar usage. The places of official encashment have hitherto been too few. The notes have been for too high values. Colonel Carpendale has proposed to divide the present four circles into eleven with thirty-three Offices of Conversion. The Accountant-General has accepted this plan with a single modification. He desires the consolidation of the Vizagapatam Circle with that of Ganjam. I learn from Colonel Carpendale that he has no objection to this change. The Presidency would thus be divided into ten Circles of Issue with thirty-three cashing treasuries. I would adopt this plan.

9. The question of denominational reduction is more open to debate. It is agreed on all hands that the ten-rupee note as a minimum is too high. There appears to be a general consent that a five-rupee note should be adopted. I shall probably meet with little support in affirming that we should go lower than that point. I cannot, however, suppress my opinion that the contemplated reduction will be inoperative. A note for five rupees would not be available for many of the ordinary purposes of popular traffic. It would be too high for the payment of wages, for the payment of instalments of land assessment, and for the purchase of provisions. If it is seriously the aim of Government to bring the paper currency into the hands and habits of the lower classes they must surely issue a note which the lower classes can carry to market. I have seen a one-dollar or three-shilling note circulating for years past in Prussia side by side with a silver coin of the same value and equally acceptable to the public. In Russia before the Crimean war the ruble note held the same position. A one-rupee note would relatively be higher in this country than a three-shilling note in Germany. I would earnestly submit to the Supreme Government the expediency of sanctioning the trial of a one-rupee note in the Madras Circle, where the people are more than usually familiar with paper money; where confidence in the faith and resources of Government is probably highest; and where the cashing treasuries would be easily reached. If the experiment succeeds, the system might be prudently extended. If the experiment should not succeed no harm would be done, and the failure would go far to prove that a paper currency cannot become a vehicle of exchange among the masses in India. There are, indeed, many arguments which point to that result. Custom, suspicion, poverty, the peculiarities of habitation and dress, many moral and many physical circumstances conspire to make and keep the Indian people votaries of a small metallic currency; but we cannot positively and convincingly assert that they will not accept a paper currency till we have offered them a note which they can use.

10. In conformity with the views submitted above, it would appear that the modifications of the present system, which we can safely accept at present, would be (1) the creation of ten Circles of Issue in the Presidency with thirty-three cashing treasuries, each circle having its respective note constituting a legal tender between private parties and to Government in the circle, but all being convertible at the Madras treasury, and all a legal tender in payment of Government dues and taxes wherever presented; and (2) the reduction of the lowest denomination of note to five rupees in all the circles except in the Presidency Circle, where, in addition to the five-rupee note, an experimental note of one rupee should be issued.

11. It might also be desirable to make all notes legal tender at every Post Office, Money Order Office, Railway Station, and Telegraph Office, irrespective of the Circle of Issue to which the notes belong. Such a provision would exhibit the confidence of Government, and be a convenience to travellers.

12. In apologizing for the delay which has occurred in the circulation of these papers, I am afraid that I have no better excuses to offer than these: hesitation at first to offer a decided opinion on a question with which I was little conversant, and eventually reluctance to give that opinion in a sense directly opposed to all my preconceived impressions and wishes.

No. 112.—APRIL 10, 1869.

On the Report on Public Instruction for the Official year 1867-68.

In transmitting these papers I have but little to add to the remarks of Mr. Arbuthnot in which I heartily concur. There are, however, three points which have attracted my particular attention, and on which it may be right for me to submit some observations.

2. During my recent tour in the district of Tinnevely an address was presented to me which warmly urged the establishment of a Government Zillah School at Tinnevely, where the educational wants of the place are at present chiefly supplied by a large Anglo-Vernacular School under the direction of the Church Missionary Society, and by a school of the same character recently instituted by the native community, and supported by subscriptions, fees, and a grant-in-aid. These schools are not, in the minds of those who addressed me, commensurate with the wants of the place. They desire to have the benefits of a first-class Government school. I did not feel myself at liberty to return any decided reply to this request, and I avail myself of this occasion to elicit the opinion of my colleagues. I am myself under the impression that there is not a sufficient ground for acceding to the wishes of the persons referred to. Tinnevely is prosperous and opulent. Its people are honorably distinguished by liberality and an independent spirit. The Native Anglo-Vernacular School is susceptible of improvement by the same means which have supported it up to the present time. On the other hand, the Church Missionary Society have it in contemplation to procure a first-class English teacher from home, a graduate of one of the universities, who will be able to raise the standard of education in their school to the level of the best in the country. I think that we may defer the consideration of the claim of the people of Tinnevely until the success of the measure contemplated by the Church Missionary Society has been tested by experience.

3. The native community of Nellore have, also, submitted to me a memorial urging the necessity which exists for the establishment of a Government Zillah School at the chief town of the district, and the Director of Public Instruction advocates this measure. Nellore is poorer and more backward than Tinnevely. There has been an abortive attempt, on the part of the native community, to establish an Anglo-Vernacular Subscription School. The Free Church School has not given full satisfaction to the native residents or to the Government Inspectorate for some time past. The claim of Nellore to a Government Zillah School might be reasonably entertained. I learn, however, from the Rev.

Mr. Miller that the Free Church Mission have submitted a strong representation to the Parent Church at home advocating the appointment of a competent English head master. I would await the result of this application. If the proposal of the mission is acceded to, it is not unlikely that we may see such a school established by this agency at Nellore as will fully satisfy the just requirements of the place, and the Government may thus be exonerated from the expense which would be caused by the institution of a Zillah School. If, on the other hand, the proposal of the mission is negatived at home, the Free Church Mission School at Nellore will probably be suppressed, and a field will thus be thrown open for the establishment of a Government Zillah School under the most favorable circumstances.

4. The last point to which I wish to call the attention of Government is the very low state of education as evinced by the present returns in the district of Kurnool. This province, with about 700,000 inhabitants, possessed in the year 1867-68 only five schools in any degree connected with Government by support or inspection, and the total number of scholars in those schools was only 202. A comparison of these figures with the returns from the other districts reveals a state of intellectual stagnation in Kurnool which calls for the energetic interference of Government, I propose that Mr. Powell be directed, at his earliest convenience, to proceed to Kurnool, and after consultation with the Collector and other persons whose local knowledge may be available to prepare and submit to Government a comprehensive plan for the extension of education in that district.

No. 113.—APRIL 17, 1869.

On the question of limiting the tenure of Medical Appointments on the Neilgherry Hills to two years.

When the Inspector-General of Hospitals mooted the question of reducing the tenure of medical officers on the Hills from four years to two, the proposal appeared to me to be recommended on two valid grounds, and not to be opposed by any considerations of a character to outweigh them.

(1.) The change would have admitted a much greater number of medical officers to the benefit of a change of climate.

(2.) The medical officer stationed on the Hills for two years only would not contract that distaste for the plains and for employment in garrisons and civil stations which is, I believe, not unfrequently observed among those who have enjoyed the *agrément*s and emoluments of the sanitarium for the long period of four years.

2. The arguments on the other side seemed to me more specious than solid. It was urged, first, that there were maladies peculiar to the Hills which required considerable experience on the part of the medical officer to treat with efficiency; second, that maladies contracted on the plains required a peculiar description of treatment on the Hills demanding the same sort of local knowledge and observation.

3. It seemed to me that the diseases of the Hills, being incidental to a temperate climate, must greatly resemble those which we have at home, and be thus amenable to remedies with which English physicians are familiar. The maladies contracted on the plains would, on the other hand, be well understood

by medical men coming from the plains, while the modifications of treatment imposed by the change of climate must by this time have been studied and ascertained and might be transmitted from one medical officer to another, as results acquired by experience, without the necessity of such personal inquiry and study on the part of each new comer as might have been necessary at an earlier stage.

4. I was, therefore, in favor of the change.

5. Mr. Arbuthnot having circulated a minute, accompanied by papers illustrative of the opinions of Government and of Medical authorities at an earlier date, I have taken occasion to consult two or three medical officers confidentially on this subject. I find that the balance of opinion is certainly in favor of a longer period of residence than two years in the interest of the sick, though, of course, the shorter tenure would be advantageous to the profession. It is urged that the diseases belonging to the hills, though belonging to a temperate climate, are not strictly analogous to those which prevail in temperate latitudes, for the climate in our sanatoria is affected by *elevation* and has influences on disease of which the English physician has little previous experience, while the treatment of tropical maladies certainly requires a special study. I am, also, assured that the description of knowledge which the physician requires under these altered circumstances is not one which can be transmitted by tradition or writing, but that each practitioner must, in a great measure, acquire it by tact and practice for himself.

6. Under these circumstances, and with a view to the opinion of the majority of Government which is now in favor of the longer period, I withdraw my assent to the proposal of the Inspector-General.

7. It has, however, been suggested to me by an able member of the medical profession here that the interests of the service and the invalid might, in some measure, be conciliated if the period of service on the hills was fixed at three years. I propose to bring this under the consideration of Council at our next meeting.

No. 114.—MAY 7, 1869.

On the question of the future site for the Lines of the Native Infantry Regiment located at Vepery.

At an early period after my arrival here, my attention was drawn by Dr. Porteous to the disgraceful state in which two of the Native Regiments stationed at Madras were lodged, the regiment at Royapooram having been driven from their huts in great part by fire, while the regiment at Vepery was, during the wet season, exposed to the same contingency by inundation.

2. As the regiment at Royapooram was in the greatest straits, my attention was directed, in the first instance, to that corps, and the Government having come to the assistance of the men with great liberality after the lapse of more than two years, new lines have been constructed near the same site, which, if not all that could be desired, offer a favorable contrast to the old ones, and appear to be decidedly above the average in solidity and good order, if compared with the usual habitations of the native soldier in this Presidency.

3. The re-construction of lines for the Vepery regiment offered greater difficulty, for the Vepery site was radically ill-suited for the purpose, being

contracted, crowded, and low. In this case it was indispensable to move the regiment to another locality, and at no convenient spot was the Government in possession of a sufficient area of land. The transfer required much inquiring deliberation and expenditure.

4. A committee having been nominated under the orders of Government to report upon the selection of a new site for the lines of the Vepery regiment, a memorandum was submitted on the 16th of March 1867, in which four localities were passed under review, but of these two were practically excluded, and the alternative presented to Government was between a space of ground in Pursewakum and one in Poodoopettah.

5. The preference of the committee was for the site in Pursewakum, consisting of three houses and compounds known as Lawder's Gardens, Scorpion Hall, and Egmore Retreat. The Commander-in-Chief and the Government concurred in this opinion, and on the 6th of May 1867 a decision was taken to provide for the purchase of the land and property in question. Nothing was immediately effected, for the Government had no funds at their disposal, but an order was passed to enter Rupees 50,000 for this object in the Military Budget of 1868-69, and a grant-in-aid of Rupees 20,000 was sanctioned for the assistance of the regiment.

6. Although the committee and the Government had decided in favor of the Pursewakum site, and although there was, no doubt, much to be urged in favor of that resolution, the superiority of that site never appeared to me to be so conclusive as to exclude further discussion, and, on the arrival of His Excellency General McCleverty, I brought the whole subject under his consideration, and visited both sites in his company. The result of this inspection was a memorandum by the Commander-in-Chief under date of November 27th, 1867, in which convincing arguments were offered for overturning the previous decision of Government and for adopting the site at Poodoopettah. The opinion of the Commander-in-Chief, based on personal investigation on such a question, would, in any case, have been authoritative with me; but it coincided with my own formed on the spot, and an order of Government was passed in the same sense on the 14th of December 1867, which has since been confirmed by other Proceedings.

7. It appeared now that the matter was definitively settled, and that after years of discussion and neglect the Vepery regiment would at length be provided with habitations suitable to the requirements of health and discipline. A new difficulty, however, sprung up. The municipality and the inhabitants of the quarter selected objected to the settlement of the regiment at Poodoopettah, and the opinions of the Council not being unanimous on the question, Mr. Arbuthnot has submitted, as a proposal which might conciliate conflicting views, that the regiment should be moved out of Madras to Palaveram. His Excellency the Commander-in-Chief has presented a minute in which it is shown that this measure can be rendered consistent with the necessities of the capital by a reduction of certain guards, and His Excellency has affirmed that the transfer of the regiment to Palaveram is preferable to a transfer to Bangalore, though he does not distinctly assert that he would rather see it at Palaveram than at the proposed site in Poodoopettah. Such is the new position of the question with which I have to deal.

8. My humble opinion still is that the regiment ought to be stationed at Poodoopettah. The objections to that site may be stated as follows:—

I. That a large space useful for public health and recreation would be covered with houses and population.

II. That the value of the adjoining houses and property would be depreciated.

III. That a considerable number of natives, still living on the site, would be disturbed in their dwellings.

IV. That certain wells used by the people of the vicinity would be closed.

V. That the site itself does not possess all the sanitary features desirable.

These objections do not appear to me to be well founded, and I propose to consider them in the order in which they are set down.

9. The area of ground referred to is indeed open, and it is used by a very few persons for the purpose of recreation, that is, for riding or for exercising horses. I contend, however, that such an open area at that spot is not in the least indispensable either for public health or public amusement. It is not the centre of a crowded quarter. It is merely a large open area among others not so large. The whole quarter is full of compounds and vacant spaces. Private persons find no difficulty in exercising their horses in their own bounds which are, for the most part in this country, very ample. The keepers of livery stables have other localities open to the public, and all classes are liable to be excluded at any moment from the area in question which has been cleared by Government for the purpose of being appropriated to some object of public utility. The public have in fact no lien or claim over the ground in question which may be closed, used, or sold by Government at any moment, and happily, as I said before, the public stand in need of no such space, the quarter being airy and salubrious.

10. Nor do I think that the neighbouring proprietors would have any legitimate ground for complaint if the area was used for lodging a Native regiment. The area is not one which was always unoccupied. It was covered originally with native habitations and was cleared by Government, as I have heard, for the purpose of lodging a Native regiment, or, as others say, for the site of some public building. It has in fact, at different times, been destined for different purposes. The location of a Native regiment on the site would not be an absolute innovation. It would be the substitution of an orderly, cleanly, disciplined native population for the miscellaneous and dirty crowd which originally filled the space, and must have been much more obnoxious to the European proprietors in the vicinity. It may also be remarked that the houses which are stated to be endangered by the contact of a Native regiment are very few in number; only one is of a superior class, and all would probably be taken by the officers of the regiment. Granted, however, that in one or two cases there might be some depreciation in the value of property, I submit that this accident is inseparable from most public improvements of this nature. The regiment must be moved, and it could not be moved to any part of Madras within the proper distance from the general parade ground without doing some hurt to private property. It would do less hurt in Poodoopettah than anywhere else, certainly less than in Pursewakum.

11. A certain number of native habitations would still have to be removed,

and the inhabitants would be put to inconvenience. This is true, and it may be regretted. But the occupants removed would be indemnified, and this partial inconvenience has never been considered an insuperable obstacle when a public interest is at stake.

12. There are wells on the ground to which the neighbouring population has access and which afford water of a superior quality. These wells would probably have to be fenced in for the exclusive use of the troops. It would, however, be easy to dig some other wells in the neighbourhood as a compensation for the public, and at any rate before the troops could be definitively settled on the ground, Madras will be supplied with good water from without.

13. If it could be justly stated that the site was defective in a sanitary point of view, that would be conclusive; but the vicinity of the Cooum on one side is the only argument against it. This was not considered of any importance by the Committee of Inquiry. The Cooum at that distance from the crowded parts of the town is not a receptacle of filth. The bottom of the river is clean and hard. There is no effluvium, and the neighbouring houses have never been considered unhealthy or unpleasant. It would not, of course, be desirable to allow the lines to be drained into the bed of the Cooum. In no case, in no position accessible now to Native troops, would it be expedient to have the sewage conveyed away by drains either covered or uncovered, for it would be impossible to get a proper outfall. The sewage of a Native regiment, wherever stationed, ought to be removed by carts.

14. With these views, I entertain no doubt that the Vepery regiment might, with the greatest advantage, be stationed at the Poodoopettah site, if stationed in Madras at all. It remains with His Excellency the Commander-in-Chief to determine between Madras and Palaveram.

15. On the side of Madras it seems to me that the following arguments may be adduced:—

I. The regiment would be placed more immediately under the inspection and control of the Commander-in-Chief and of the General of Division. It would have the benefit of being exercised in conjunction with other Native troops and with a British regiment.

II. The regiment would be more conveniently placed for transport either abroad or at home, by sea or land; and I regard one of the three Native regiments stationed at Madras somewhat in the light of a reserve.

III. The regiment would be more available for the defence and good order of the town in case of disturbance—happily an improbable case, but not entirely to be lost sight of.

IV. Madras is a more convenient, agreeable, and advantageous residence for the European officers of the corps and for their families.

V. Palaveram would remain more available for the purposes of musketry exercise as noticed by His Excellency the Commander-in-Chief.

16. In favor of Palaveram it may be stated:—

I. That it is a healthy locality, not less so probably than Madras.

II. That the regiment might be accommodated there at less outlay than at Madras.

III. That though removed from the immediate oversight of the superior Military authorities, and the contact of the English regiment, the Native

regiment would still be in the vicinity of the English Artillery Force at the Mount, and might be exercised in connexion with the guns as pointed out by General McCleverty. There would also be a detachment of English Infantry at Palaveram for the purpose of musketry exercise during a portion of the year.

17. It appears to me that balance of argument is in favor of retaining the third regiment, that is, the Vepery regiment, at Madras. I quite agree with the Commander-in-Chief that it ought not to go to Bangalore. If, however, the Commander-in-Chief, on a review of all the circumstances of the case, should be disposed to give a definitive opinion in favor of Palaveram, I would not demur to His Excellency's decision.

In the views of the Commander-in-Chief, with reference to the reduction of the guards furnished for the public establishments at Madras, I entirely concur. I think they ought to be carried out even should three regiments be retained at the capital.

No. 115—MAY 8, 1869.

On the question of the Temporary Assumption by Government of the Management of the Ramnaad Zemindary.

The Zemindar of Ramnaad desires to place his estate under the control of Government, with a view to procure the liquidation of the heavy public and personal debts with which he is encumbered, and to secure his restoration to an improved and unincumbered property hereafter.

2. In order to carry out this project in a satisfactory manner, it would be desirable that the Government should make a loan to the Zemindar of more than nine lakhs, at a moderate rate of interest, for the extinction of private debts now held at twelve per cent.; that they should waive the immediate payment of arrears of peishcush; and that they should appoint a European officer, in the rank of Sub-Collector, to superintend the administration of the Zemindary.

3. Such an intervention of Government as I have indicated would be an unusual measure. It could only be justified on grounds of a very special character. In my humble judgment such grounds exist in the present case. I would justify these concessions on two motives: (1) on the peculiar and exceptional causes which have produced the embarrassments of the Zemindar; and (2) on the interest of the people.

4. The family of Ramnaad have twice, within the last fifty years, experienced the evil of a disputed succession. Twice in this period has there been a prolonged and costly litigation running through all the Courts of the Presidency, and terminating before the Privy Council. The second of these suits was between the family and the Government. What proportion of the debts which have now accumulated may be distinctly traced to the last suit, only determined last year, I cannot affirm. It is certain, however, that the proceedings must have been a grievous charge on the family, both in respect to the actual outlay for law expenses and by the diminution of receipts incidental to a doubtful proprietorship. The Government were conscientiously, but, as it proved, erroneously, the adversary of the Zemin-

See for an account of the first law suit—the *Gazetteer of Southern India*, page 396.

dar: it would be alike generous and politic on the part of Government now to come to the relief of their antagonist.

5. The Zemindary of Ramnaad comprises an area of 2,351 square miles, and contains 425,000 inhabitants. It is nearly as large as the Madras District, but the population bears no proportion to the extent. From all the sources of information which are open to me I have heard but one account of this extensive half-deserted tract. It is the poorest, driest, most neglected region in the Presidency. It is constantly on the verge of famine. The people abandon it in crowds for Ceylon and for the more favored districts of the Presidency. The *Gazetteer for Southern India* says that more than ten years ago 150,000 persons were believed to have emigrated—about half the population of the Zemindary. This may be exaggerated, but the missionaries assure me that the emigration is incessant, and caused by the exhaustion and mismanagement of the estate. I derive these impressions, not only from the Revenue authorities, but from the Roman Catholic Missionaries, who are intimately acquainted with the condition of the Maraver country. In the absence of Government interference, I anticipate a long period of native management powerless for good, but fruitful in mischief, concluding with the ruin of the Zemindar and the complete exhaustion of the cultivators: with Government assistance, an ancient family can easily be restored to a useful and flourishing position, while the country would be benefited by the repair of its ruined irrigation works and the creation of roads.

6. I would not be deterred by the apprehension of making a dangerous innovation or precedent. I would deal with the case on its own merits. Should a similar case present itself—a case of a Zemindar oppressed by a law suit against Government, and of a people impoverished by chronic scarcity and neglect—I would deal with it in the same spirit.

7. The following simple statement, borrowed approximatively from the information furnished by the Acting Collector, will show how easily the Zemindar and his tenants might now be extricated from their distresses. A few years later, the case might be desperate.

8. The gross rental of the Zemindary may be safely set down, under a more energetic management, at Rupees 6,50,000. The Acting Collector gives the average at Rupees 6,37,921; but the recent years have been most unfavorable, and the existence of the law suit must have acted most prejudicially on the conduct of the cultivators and the authority of the proprietor. I heard it affirmed on all sides that, with tolerable seasons and an undisputed title, the rent would soon rise to eight lakhs.

9. From the gross rental we must deduct Rupees 3,24,000 for Government tribute and Rupees 65,000 (ten per cent.) for the expense of administration. The Acting Collector says Rupees 55,000, but I have always heard it stated that the management of a Zemindary estate may be fairly set down at ten per cent. on the gross rental. I prefer, therefore, to set down Rupees 65,000.

The net rental would thus be Rupees 2,61,000.

10. Out of the net rental of Rupees 2,61,000 the Government would have to provide for three principal objects:—

- First*,—The interest of debt and a sinking fund for its extinction;
- Second*,—The improvement of the estate;
- Third*,—The support of the Zemindar.

The private debts amount to Rupees 9,76,832: the public debt or arrear of peishcush amounts to Rupees 2,38,082.

We have thus a total debt of Rupees 12,14,914. The schedule of debts states the amount of peishcush arrear to be Rupees 2,38,082, and the Acting Collector states in his letter the amount of private debt to be Rupees 9,76,832, which would be an aggregate of Rupees 12,14,914; but in his letter the Acting Collector sets down the aggregate at Rupees 12,49,914. The difference is immaterial, but let us say, with any small addition that may since have accumulated for interest or otherwise, a total debt of Rupees 12,50,000 in round numbers.

11. This amount should be consolidated as a single debt due to Government, paying twelve per cent. annually—six per cent. for interest, and six per cent. for a sinking fund. This charge would at the outset amount to Rupees 1,50,000.

I would next appropriate an annual sum of Rupees 50,000 to improvements on the estate.

There would remain for the support of the Zemindar in the beginning Rupees 61,000.

12. As the annual sum appropriated to the payment of interest diminished, the amount of revenue thus liberated should be equally divided between the fund for the improvement of the estate and the fund for the support of the Zemindar.

13. The same rule should be applied to the recoverable arrears which are estimated by the Acting Collector at Rupees 2,50,000. Supposing these arrears to be paid up at the rate of only Rupees 25,000 per annum, the sum available for repartition between the two funds alluded to would not be contemptible, but we might perhaps count upon an annual recovery of Rupees 50,000.

14. Under such a system the estate would be liberated and materially improved in the course of $16\frac{1}{2}$ years, while the family would still be supported with great decency.

15. The success of the scheme which I have sketched out is conditional on two things: (1) that the Government shall advance the sum of Rupees 9,76,832, at six per cent., for the extinction of the private debts now held at twelve per cent.; (2) that the Zemindar shall not contract new debts while the old debts are being paid off.

16. In order that the Government may be able to entertain the proposal of a loan to the Zemindar, we must ascertain, beyond doubt, whether the Zemindar can legally mortgage his estate to Government, or charge it with the debt in question, so as to give the Government a right of priority to its revenues; and whether the Zemindar can transmit the obligations which he may contract to his successors. If the Zemindar can do that, the Government can safely advance the money. If the Zemindar cannot do that, it seems difficult for the Government to help him in the way of a loan. I would, therefore, submit this question directly and separately to the Advocate-General, reserving the other questions suggested by Mr. Arbuthnot to be dealt with subsequently.

17. Assuming that the Government can obtain a valid security in some form or other upon the estate, there still remains the difficulty noticed by Mr. Phillips, that the Zemindar might, during the period of Government administration, be contracting new personal debts, and be thus frustrating, by his

imprudence, all the good which the Government were laboring to effect. Against this contingency there is, indeed, no absolute security. We must trust in moral influence, in a sustained control by the English Agent, and in the manifest interest that the Zemindar would have in the success of the proposed management. It would be open to Government at any moment to throw up the trust they had assumed on the solicitation of the Zemindar, the terms of the act of mortgage would afford them full security for the re-payment of their advances and the Zemindar would be left with the remainder of his estate to settle with his personal creditors.

18. Should the Advocate-General be of opinion that the Zemindar does not possess the power of conveying his estate to Government in such a way as to afford them valid security or to bind his successors, it would remain for Government to consider how far they could still assist the Zemindar to a better position by giving him the benefit of Government superintendence, without advancing a loan for the liquidation of his private debts. On this question, I think it is, however, better not to enter, until we have the opinion of the Advocate-General on the capital question indicated above.

No. 116.—MAY 24, 1869.

On the condition of the Kandian Exiles and Pensioners.

The accompanying papers have reference to the condition of the Kandian exiles and pensioners, who, as a measure of State policy, were in the early part of the present century transported to the Madras Presidency, and have since been maintained in the district of Tanjore at the expense of the Government of Ceylon. I ought to have brought the question sooner under the consideration of Government. The delay has been caused by a certain reluctance to initiate proposals which, I fear, may not be acceptable to the Colonial Government; but I feel that there is a duty involved in this matter which ought no longer to be deferred.

2. The Kandian exiles, if I understand the matter aright, are divided into two classes, and derive their origin from two families which successively occupied the throne of Ceylon, and fell successively, in part by their own errors, in part it may be by the policy of the English Government. Whatever may be the share of culpability justly attributable to either, all are now the representatives of misfortune rather than of guilt in our eyes, and, no doubt, still more so in the eyes of the people of this country.

3. It cannot be the desire of Her Majesty's Government or of the Government of Ceylon that exile should take the form of punishment, or that it should be perpetuated after the motives of expatriation have ceased to be imperative. I venture, however, to affirm that the support awarded to the unfortunate class of persons under consideration is so inadequate to their natural wants as to leave them in actual distress, and I am disposed to believe, subject to the better judgment of the Colonial authorities, that the time has come when they might be sent back to their country.

4. An inspection of the list furnished by the Collector of Tanjore will show Vencataramasawmy Rajah, a near relative and in some sort a representative of

Moottoosawmy Rajah, a sovereign of Ceylon, formerly in alliance with the English Government, in the receipt of a pension of £3 9s. 0d. per month, though invested with some of the obligations of distinguished rank and burdened with a train of relatives and dependants. Others closely connected with the same sovereign, nephews by blood and adoption, are endowed with monthly stipends descending from £7 to £2. These allowances are subject to a rapid system of diminution at the death of existing recipients. In another generation the progeny of these former princes will be placed in the position of domestic servants, in the next they will be reduced to the lowest level of helpless indigence.

5. In the other class of pensioners, known as the section of Sree Vikrama Simhalu Maharajah, some of the older female relatives of the dispossessed sovereign are still in the enjoyment of stipends which may be sufficient for the decencies of life; but the younger members of the race have already fallen to pensions of £1, 12s. 0d. and less, while the distant relations dispute for a pittance of a few shillings.

6. It strikes me that this state of affairs is not generous or politic. The victims of the past revolutions of Ceylon ought not to exhibit before the eyes of the people of India a picture of parsimony and neglect on the part of English authority.

7. If the Government of Ceylon deems it indispensable that these people should still be maintained abroad, they should be maintained in comfort; and not only in present material comfort, but with some provision for education, and for employment in order that their descendants may not be reduced to unavoidable beggary or remain a burden on the State for ever. The Government of Ceylon might be requested, in my humble opinion, to despatch an officer to this country for the purpose of reviewing the condition of the exiles, first, with a view to the increase of their present scale of maintenance; and, secondly, with a view to the education and eventual settlement of the younger members of the two communities either in connexion with the land or in connexion with the public service.

8. But the Government of Ceylon should also, I think, be asked seriously to consider whether the exiles might not be permitted to return. Ceylon is now a settled and prosperous country. All traces of disaffection to Government, all elements of revolt or civil strife, have probably long since disappeared. Restored to their proper country, these unfortunate families would become objects of solicitude to Government; they would elicit sympathy; they would find protectors; and they would discover avenues to an independent and honorable existence, which will probably remain closed to them for ever here.

9. Such are my impressions respecting the position of the Kandian exiles in general. With reference to the particular petition from Vencataramasawmy Rajah, the son of Soobooroyaloo Rajah, lately deceased nephew of Moottoosawmy Rajah and adopted son of his widow, I think that Government should authorize the payment to him of a pension of Rupees 70* per mensem in anticipation of the consent of the Government of Ceylon, and that they should instruct the Resident at Tanjore to disburse to him a sum of money which may be deemed commensurate to the funeral solemnities of his father, Soobooroyaloo Rajah. In regard to the liquidation of the debt of Rupees 7,000 contracted by the late Soobooroyaloo in

consequence of the alleged inadequacy of his stipend, I think that the question may be referred for the consideration and inquiry of the Government of Ceylon, should they depute an officer, as proposed, to this country.

No. 117.—MAY 28, 1869.

On the policy of raising the monopoly price of Salt in the Madras Presidency, with a view to an assimilation of the price of the commodity throughout the British Territories.

It may fairly be affirmed that this Presidency gives more and receives less than any other part of India. The land assessment is much heavier than it is in Bengal, Bombay, and other portions of the country. The cesses for local purposes are equal to any and higher than most. On the other hand, the grants from the Imperial Exchequer are less liberal than they are in other provinces, where the backward condition of society, or the prosecution of works of general importance, justify an exceptional generosity on the part of the State. As a partial compensation to the people of Madras for the disadvantages imposed on them, the monopoly price of salt, though raised nearly seventy-five per cent. during the last decade, is still maintained at a moderate amount, if compared with the excessive charges in Central India, the North-West Provinces, and Bengal.

2. Under these circumstances, if the present proposal to raise the monopoly price of salt was merely prompted by the desire to exact an augmentation of Imperial revenue, I would deprecate it as unjust to the people of Madras, who bear already at least a fair proportion of the public burdens.

3. The measure now suggested has, however, a very different character. It is a proposal to assimilate the price of salt all over the British territories with a view (1) to the relief of the great majority of the general population who are now affected by the higher price of this necessary of life; (2) to the abrogation of the preventive lines which now intersect the country, the maintenance of which is expensive, vexatious, and prejudicial to the general freedom of traffic. The Government of this Presidency is not asked to make a sacrifice for a revenue interest merely: it is asked to make a sacrifice for the welfare of the greater number of Her Majesty's subjects and for the general good of trade.

4. The reduction of the duty on salt in the provinces subject to the higher rates cannot be effected without a temporary sacrifice of revenue, and the Supreme Government are not prepared to incur a sacrifice of revenue. The deficit contingent on the reduction of the salt duty must be covered, or at least reduced. This result can be attained by the imposition of a new tax or the increase of an old one, affecting the whole country only the increase of the duty on salt, or the price of salt, in the provinces subject to the lower rates. In my humble judgment, a temporary increase in the price of salt would, in this Presidency, be less felt and less resented than the introduction or aggravation of any other impost.

5. Should the Government of Madras be disposed to adopt the opinion here submitted, it is obvious that the step taken ought to be bold, in order that it may be transitory. By coming frankly to the assistance of the Supreme Government and the general revenue, the reduction of price in the provinces affected by

the higher duty can be made prompt, decided, and universal. In this way the re-action would be immediate and satisfactory. A rapid expansion of consumption would occur over the immense area to which relief would be afforded; increasing revenue would empower the Supreme Government to retrace its steps and to sanction, even on financial grounds, a general diminution of duty which would bring back the price of salt over the whole of India to the level at which it now stands in this Presidency. The question for solution is how far can we go without materially restricting consumption, and giving a dangerous impetus to illicit fabrication.

6. The balance of opinion in the papers now before us countenances the impression that an increase of 5 annas per maund, which would raise the price from Rupees 1-11-0 to Rupees 2, would not seriously affect the purchasing-power of the consumers, who, under such a system, if compelled to restrict their expenditure, would limit their outlay on other commodities rather than restrict it with reference to salt. I do not think that this result can be predicted with any absolute security. The last increase of price in 1866 was followed by a diminution of consumption, though not by a decrease of revenue. The diminution of consumption may be accounted for by the excessive dryness of the recent seasons and the consequent impoverishment of the population. We are insured against the recurrence of similar calamities. It appears probable to me that, with a good rainfall and a full crop, the people could maintain their present rate of consumption in the face of an increased price. They could not do it with a dearth. There is undoubtedly a risk; but it is a risk we may incur for the object which the Secretary of State has set before us.

7. Taking, then, a sanguine view of the subject, assuming that the present rate of consumption can be maintained in prosperous seasons, and that the seasons will be prosperous, to what amount of revenue would a price of Rs. 2 per maund enable us to throw into the Imperial Exchequer for the purpose of mitigating the temporary deficit which would certainly be caused by a reduction of the duty in the north? The average revenue derived from the sale of salt in this Presidency during the years 1866-67, 1867-68, and 1868-69 has been Rupees 1,11,52,550, the selling price being Rupees 1-11-0 per maund. If the quantity sold should remain the same, and the selling price be raised to Rs. 2, the amount of revenue obtained would be Rupees 1,32,17,837, an advance upwards of twenty lakhs. That is the most we can promise to the Supreme Government. An advance beyond Rupees 2 per maund would certainly result in a diminution of consumption.

8. The salt revenue of Bombay is about one-half of the salt revenue of Madras. I am not enabled to state whether an increase of duty would necessarily imply a diminution of consumption; but assuming that it would not, and that the increase of duty imposed in that Presidency was commensurate with the increase of the monopoly selling price here, an advance of revenue of about ten lakhs might be realized.

9. Such an increase of the price of salt in the provinces subject to the low rates as might be supported without a diminution of consumption would, according to the preceding argument, place the sum of thirty lakhs in the hands of the Supreme Government to meet the apprehended loss of revenue in the less-favored provinces in which the salt revenue may be estimated at upwards

400 lakhs. The compensation afforded by Madras and Bombay would, of course, be swelled by the amount of revenue derived from the increased quantity sold in the less-favored provinces under a lower rate of duty—an amount which I am not enabled to estimate, but which would no doubt be considerable even at the outset.

10. It is for the Secretary of State and the Supreme Government to judge whether, with such a perspective of support, they can enter upon the contemplated measure of general assimilation. As far as we are concerned, I would advise that a letter be addressed to the Secretary of State to the effect that this Government are disposed to raise the monopoly price of salt to Rupees 2 per maund, on the distinct understanding (1) that a similar sacrifice is imposed upon all the provinces affected by the lower duty; and (2) that the change is adopted in connexion with an assimilation of the price of the commodity all over the British territories; for, under such a measure, such an increase of consumption may be eventually expected as will enable the Supreme Government, at no distant date, to revert with advantage to the revenue to the lower price now existing in the favored provinces.

No. 118.—MAY 30, 1869.

On the proceedings of the Dewan of Travancore in connexion with an Affray arising from an endeavour on the part of a Missionary to force his way through the Brahmin Street of a Village in Travancore Territory.

The accompanying papers have reference to an affray which happened in the month of August last, in the Travancore territory, on an occasion when the Rev. Mr. Lee, of the London Mission Society, endeavoured to force his way through the Brahmin street of the village of Punjalingapuram.

2. The incident, as stated and commented upon in the correspondence submitted, offers several topics for our consideration:—

(1). The penalty inflicted by the Dewan, Sir Madava Row, on the parties convicted of assault on Mr. Lee.

(2). The decision of the Dewan prohibiting the right of public or general passage through the Brahmin street until that right shall have been affirmed by the sentence of a Court of Law.

(3). The tone adopted with reference to Mr. Lee and the class to which he belongs by the Dewan in his judgment and in his letters to the Resident.

(4). The position of Christian converts in the State of Travancore.

(5). The system of magisterial authority exercised by the Dewan in cases involving pecuniary sentences of very trifling amount, and with reference to the committal of cases to the Courts.

3. The sufficiency or insufficiency of the penalty awarded by the Dewan in the case referred to depends mainly on the nature and degree of provocation which was offered to the aggressors by Mr. Lee.

Here I remark that there was, in the initiatory stage of the transaction, really no provocation on the part of Mr. Lee, while there was certainly premeditation on the part of his assailants. Mr. Lee, in the ordinary exercise of his pastoral duty, approached the village by its only direct and convenient access—

an access which he and other Europeans and natives of respectable and even of inferior castes, though not perhaps the very lowest—had been in the habit of using. He found a Brahmin posted at the entrance of the street with confederates at hand to assist him. With the light of subsequent occurrences we cannot doubt that there was a conspiracy to prevent the passage of Mr. Lee, and a preconceived resolution to employ violence to effect that object. Mr. Lee being anxious to meet the wishes of the Brahmin inhabitants, if he could do so without inconvenience and without a sacrifice of the respect due to his position, desisted conditionally from what he believed to be his right of passage, and consented to avail himself of another road which was indicated to him. He tried the road. He found it inconvenient for riders and impassable for carriages. He felt, no doubt, that to be thrust off the natural and usual road into an obscure byeway reserved for the meanest sort of people was degrading to his nationality and social position. For my part I cannot blame him for returning by the public street. If he had claimed the protection of the village police he would probably have obtained no protection in the exercise of his right. The low-caste local officer would probably have done, timidly and instinctively, what the Brahmin Dewan has done deliberately. He would have left the Christian missionary to prove his right, and turned him meanwhile into the lane and the mire. Mr. Lee offered no provocation that can be justly pleaded by returning by the direct way. He did what he had done before without provoking remonstrance or violence. For remonstrance he was prepared by what occurred in the morning, but up to that moment he had no convincing reason to expect violence. Had Mr. Lee merely made his way once through the street I could not regard him as culpable, I could not consider his action as detracting from the guilt of his assailants. In the first assault I am constrained to hold the Brahmins of the place solely and exclusively responsible.

4. It is not so easy to vindicate the conduct of Mr. Lee in returning to the street after he had passed through it in quest of the bag which had been wrested from his horsekeeper in the scuffle. The recovery of the bag was not pressing, and it might have been left to the police. To return to the scene of the recent outrage, while the Brahmins were still heated with the altercation and the scuffle, was a superfluous act of provocation on the part of Mr. Lee. It tended to produce a breach of the peace, the probability of which had already been practically proved. Mr. Lee was probably himself by that time irritated by a sense of indignity and injustice. His conduct may be extenuated but not defended. For the second assault there may be some excuse on the ground of provocation for the conduct of the Brahmins.

5. It is alleged that the guilt of the assailants is mitigated by the circumstance that Mr. Lee was followed by a Pariah horsekeeper, a Christian convert, whose presence in the street could not be tolerated. I do not think so in any material degree. It is not asserted that the opposition to the passage of Mr. Lee was caused by the presence of the horsekeeper. No proposal was made to Mr. Lee to dismiss the horsekeeper and pass alone. We cannot doubt that, if Mr. Lee had attempted the passage alone, he would have met with the same opposition and the same violence.

6. As for the allegation that the "homes and wells and shrines" of the Brahmins would have been polluted by the passage of Mr. Lee, as stated by the Dewan, I am bound to submit my conviction that assertions of this nature

are the specious, but unsubstantial pretexts of an intolerant spirit. Men of all castes and nationalities pass every day in this Presidency through streets exclusively inhabited by Brahmins, and approach their wells and pagodas without any pretence that those places are desecrated. In other parts of Travancore European travellers and residents use the same freedom. In the very street alluded to Mr. Lee and other Englishmen had repeatedly passed without any imputation of polluting it. It is quite incredible that their passage was unobserved by the inhabitants. The mischief suggested by the Dewan is really visionary. The truth is that there is no height to which Brahmin pretensions will not swell if the Government is weak or cunning, while those pretensions will readily descend to a reasonable level if the Government is firm and impartial. It is also worthy of note that the Brahmins here concerned were the ordinary Brahmins of the south, such as we are familiar with in Tinnevely, not the Namburi Brahmins of the Western Coast, who are more ignorant and susceptible, and that the temple was not a private temple, but a Sircar temple, one belonging to Government. From all that I have seen in Travancore, and heard of Travancore, I am satisfied that the picture of suffering indignation and danger which the Dewan has ingeniously presented as the result of a missionary passing through an open agra-haram, is altogether illusory, but it is not for that reason innocent. Such sentiments, held and professed by the Minister of Travancore, would, if generally known, give a formidable impulse to fanaticism.

7. If we regard the position of Mr. Lee on one side as an Englishman, a gentleman, and a clergyman, and if we regard the position of his assailants on the other, not low ignorant persons according to the standard of the country, but persons of comparative opulence and culture, I cannot but consider that the penalty inflicted on the guilty parties was insufficient. The Minister would have done well if he had pronounced a sentence of considerable severity such as would have checked the presumption of a domineering caste, and have afforded security to a class of foreigners whose solitary and wandering labors render them peculiarly defenceless. The Dewan merely awarded a trifling fine. I think he erred, but he acted in the limits of his powers. We cannot properly demand a revision of the sentence. We should confine ourselves to an expression of regret that the punishment awarded was not more proportioned to the gravity of the offence, and more fitted to operate as a warning to others.

8. If the Dewan was in error with reference to the penalty inflicted on the offenders, the course he took in regard to the question of right at issue was, in my humble judgment, still more unfortunate. The alternative before him was to open the road until the Brahmins should prove their right to close it, or to close the road until the public should prove their right to use it. The Dewan closed the road. Nothing could more effectually flatter and inflame the caste prejudices and passions which the Dewan affirms it is his wish and his policy gradually to abate. The case appears to be one in which a liberal resolution might most properly and safely have been taken, which might have been made a starting point for similar decisions in other places. Whatever degree of caste or corporate property there may have been originally in the ground on which the Brahmin street is built, it seems undoubted that a public way had been carried through it, and that a prescriptive right of passage had been practically established in favor of all persons of respectable station including Englishmen. The Brahmin street was the only practicable road through the village, and the

village lay across a high road uniting other villages and roads. It had been used for wheel-carriages, for palankeens, by horsemen, by foot-passengers, by natives, and by Europeans for a length of time. There was at least a strong presumption that a right of way existed, and public policy powerfully supported what a just respect for the rights of property did not prohibit. I do not entertain the slightest doubt that a decision on the part of the Dewan to keep the road open would have been instantly and peacefully complied with. Such a decision would have inflicted no loss or inconvenience on any human creature, and it would have had a salutary effect on public feeling throughout the country. But, instead of taking this prudent and politic course, the Dewan closed the road and made a new road open to all passengers, affording thereby, in all probability, a permanent triumph to the Brahmins, confirming the obnoxious principle of the use of separate roads by different classes of the community, and removing the motive which would otherwise have existed for bringing the question of right in the disputed street to the test of a judicial decision. In short the Dewan has done everything he possibly could to give a victory to the sentiments and customs which it is the policy of Her Majesty's Government and, by his account, that of the Government of Travancore to weaken and repress.

9. We should, I think, convey to the Dewan a decided expression of the regret and disapproval entertained by this Government in respect to the decision which he has taken in closing the disputed road; but in this matter again I would hesitate to impose a reversal of the decision. I presume that the decision, however erroneous, was within the competency of the Dewan as the Chief Magistrate and Police authority of the State, and it may have been conscientiously adopted by him. It would be impolitic to disturb a sentence pronounced by competent authority in a country where legality and the forms of civilized government are on the whole being happily consolidated, unless in cases where the sentence implies conscious injustice, or a greater measure of manifest public wrong than appears in the present instance.

10. The missionaries in Travancore feel aggrieved by certain expressions which have been employed by the Dewan in the letter addressed by him to the Dewan Peishcar embodying his judgment in the case, and the Resident shares the impressions conceived by the missionaries.

11. The terms complained of are as follow:—

In enumerating the considerations which appear to extenuate the guilt of the defendants charged with the assault on Mr. Lee, the Dewan states "that the defendants considered it objectionable that those whom they hold to be of the low caste should pass through their agrapharam appears to be a matter of fact."

And, again, near the end of the document the Dewan says, "that it being necessary to secure against breaches of the peace until the adjudication of the question by a Civil Court, Mr. Lee and *such like persons* should be informed that they should not proceed through the agrapharam."

The expressions deemed to be insulting or depreciatory are in the first quotation "of the low caste;" in the second "*such like persons*."

12. The vernacular expressions translated by the words "of the low caste" is "*nicha jathi*," and it is contended that the term "*nicha*" would be more properly rendered by the word "*vile*." In the opinion of Dr. Caldwell, whom I have consulted, the word "*nicha*" stands between low and vile; it implies

more than low and somewhat less than vile. According to the opinion of Dr. Caldwell, a most competent judge, "*nicha*" is not a term that Brahmins or other respectable natives would naturally use in qualifying Europeans; he thinks that the Dewan might, in defining the sentiments of others (for he does not here state his own), have easily found terms less harsh; and he might have employed some less offensive word or a courteous periphrasis. I cannot doubt that this view of the subject is correct.

13. The term translated by the English words "*such like persons*" is "*ottavargal*," which literally rendered is simply "*similes*," "*the like*." It is not necessarily offensive, but it is certainly not deferential, and, taken in connexion with the previous passage, it betrays no inclination to qualify the class of persons referred to in a respectful manner.

14. The feeling on the part of the Dewan, which these expressions appear to me to reveal, is reproduced in a passage of his letter under date of November 5th to the Resident, paragraphs 15 and 16:—

"While on this point, I think it very desirable to be explicit, especially as some of the missionary gentlemen would, unless I am greatly mistaken, seem to be under the impression that it would be quite lawful for them to take upon themselves the enforcement of rights like that in question even to the extent of shooting down those that would resist such action. In such serious matters the action of authority ought to be clear and unmistakeable, and hence it is my duty to state my belief that the law would not at all tolerate such proceedings on the part of any person, and the European missionaries ought to be the last persons to drive matters to such extremity, though of course it is certain that the Sircar would always use its very best exertions to afford them all due protection.

"It is, therefore, my duty to state that if any missionary gentleman thinks it not only lawful, but even laudable, to take upon himself the enforcement of such rights to the extent of inflicting death he is wrong in his view, and must not be encouraged. On the contrary it would be well if he be undeceived in the matter."

15. These passages in the official letter of the Dewan discover, I venture to affirm, a very strange illusion with reference to the views which could be held by any missionary. It is really impossible to conceive a missionary in these times, and in that country, carrying fire arms at all, much less using them to enforce his right of passage in a native street. The Dewan appears to me to have written under the instigations of some excited or designing informer. But the credulity with which the impressions were received mark, I think, a previous inclination to regard the missionary body with some degree of prejudice and distrust. Nor will it escape the Government that, neither in the letters from the Dewan to the Resident, nor in any other part of the correspondence, has the Dewan thought fit to express the least regret that an English subject, and a gentleman of the most respectable character and position, has been made the victim of indignity and outrage in the territory of Travancore.

16. On the whole I think that, on this point, the Government ought to state that they have remarked with concern that the Dewan in his letter to the Dewan Peishcar has not used, in referring to Mr. Lee and the class to which he belongs, those terms of respect and courtesy to which they are entitled,

and which this Government had a right to expect on the part of a Minister who possesses so much intelligence, and who is animated by such friendly sentiments towards Englishmen, and moreover that this Government have learned, with surprise, from his letter of November 5th, that the Dewan has been led to entertain impressions respecting the sentiments of some members of the missionary body which the Government must regard as unfounded and derogatory to the reputation of a most estimable class of Her Majesty's subjects.

17. The number of Christians in Travancore is great, and it is rapidly increasing by numerous conversions both to the Protestant and Roman Catholic persuasions. The conversions by the London Mission alone were not less than 2,500 the year before last. The proselytes are found in the lowest, most indigent, most miserable part of the population, and it would be difficult to exaggerate the benefits which will eventually flow to those who embrace a purer faith in connexion with the education and moral discipline which all the missions afford in a greater or less degree. The missionaries in Travancore complain that their efforts to raise the converts in the social scale are counteracted by the native Government, which continues to treat them as belonging to the low castes in which they were born, though converts to the Mahomedan religion are permitted to enjoy all the social privileges of Mussulmans, while the Syrian Christians and their native converts were, in ancient times, recognized as an honorable caste. The missionaries claim that Christianity should be regarded as a caste, and that it should be ranked with the more respectable of the numerous classes into which the population is divided. The question is one which is involved in considerable difficulty. In British territory the converts to Christianity usually retain something of their former caste distinctions; at any rate they do not form a separate or new caste, but then in British territory the law does not recognize caste, and the Government discourage all humiliating distinctions as much as possible. In Travancore we shall be told that the laws also recognize a general equality, and that the invidious usages of the country will gradually disappear; that the courts and schools and highways are open to all on equal terms in the eyes of Government: and that public custom will soon ratify what Government has prescribed. The fact is that Travancore is a country in which caste is all-powerful, notwithstanding the enunciation of liberal principles. The Brahmin is predominant; the Sovereign, though excellent by intelligence and benevolence, is timid; and the Minister trims between modern ideas and natural sympathies and local influences. All are rather alarmed by the progress of Christianity and the growing demands of the lower castes. Liberal innovation has come to a standstill. It is certainly not desirable, in my opinion, that converts to Christianity—the religion of the paramount Sovereign and of Englishmen—should be treated as Pariahs are probably often treated still in Travancore; but it is difficult to change the action of a Government, and still more difficult to change the customs of a people. This Government could not, I think, interfere in the matter without further information from a dispassionate source. I would advise that Mr. Ballard should be instructed to report what are the disabilities and oppressions to which the lowest castes are still practically subjected in Travancore; in what degree those evils continue to affect the converts to Christianity; and whether they would be lightened by the recognition of Christianity as a caste. The Acting Resident should also be invited to describe the advantages to which converts to the Mussulman faith are admitted by joining that religion,

and the position, in reference to caste, enjoyed by the ancient Syrian Christians in the country.

18. Mr. Newill, in his letter to Government of the 22nd of December, has commented on the evils which are attached to the Magisterial rights exercised by the Dewan even in trifling cases, and the regulations under which reference is made to the Dewan respecting cases which it is proposed to commit to the Courts. It does indeed appear preposterous, that all suits involving penalties exceeding Rupees 25 should be brought under the notice of the first Minister of the country, and the intervention of the Dewan in controlling the committal of cases by the Subordinate Magistracy to the Courts may open a door to corrupt influences and unnecessary delays. I think that this question should be recommended to the particular consideration of the Acting Resident, who should submit his opinion to Government respecting the degree in which the jurisdiction of the Dewan might be limited, and the authority of the Dewan Peishcars might be developed with advantage to the administration of justice.

19. Lest I should be deemed, in the preceding remarks, to have animadverted in an unfriendly spirit on the government or the character of Sir Madava Row, I think it right to state that I fully recognize the talents, virtues, and services of that eminent person whose only defect as Dewan of Travancore is that he is a Brahmin. He has been the author of many intelligent and useful measures; but after some personal intercourse with him, and much conversation with others respecting him, I retain the opinion that he is deeply, perhaps in part unconsciously, imbued with the feelings of his race. He is a Brahmin of the Brahmins. The Government of Travancore is at this moment, in my mind, under reactionary tendencies. I think, therefore, that this Government should lose no opportunity of replacing the Minister under the control of European ideas, and of impelling him anew upon the path of progress.

20. It only remains for me to explain the delay which has occurred in the circulation of these papers. When they first reached me Mr. Newill was still at Trevandrum in such a state of health, and on such unhappy terms with the Dewan, that it appeared unadvisable to charge him with the communications and inquiries which the Government might think it right to institute in connexion with the matters under consideration. We have now an Officiating Resident whose capacity and impartiality are beyond question. I confess, however, to have experienced much reluctance to take up the subject. An indignity has been perpetrated on one of Her Majesty's subjects on native territory; the respect which ought to surround our countrymen may not improbably have been considerably impaired; and a victory has been secured for Brahminical intolerance. Yet the affair has been so managed that I do not see how any appropriate atonement can be obtained.

No. 119.—JUNE 7, 1869.

On the expediency of constituting a distinct Judicial Branch of the Civil Service.

In the remarks which I am about to submit upon the question under consideration, I shall assume that the following points are so generally admitted that it is not necessary for me to subject them to discussion on the present occasion:—

(1.) That it is not intended to fill the office of Civil and Sessions Judge in this Presidency from the legal profession in England, or from the bar in India, but that the Civil and Session Judges are to be taken from the ranks of the Civil Service with, it may be, some rare exceptions in favor of natives of conspicuous ability and merit.

(2.) That it is desirable that the Revenue and Judicial branches of the Civil Service should be kept distinct.

(3*) That it is desirable to provide a special system of legal training for the persons who are designated for the Judicial branch of the service.

2. Under the premises stated above the question resolves itself into this simple issue: how are the members of the Civil Service designated for the Judicial branch to be supplied with those legal attainments which are requisite to enable them to discharge their duties with authority and efficiency?

For the purpose indicated two things seem to be indispensable—education and employment.

3. The education for Judicial office should commence in England immediately after the candidate for the Civil Service has secured his nomination under the competitive system, but at this stage the education need have nothing distinctive. There cannot be a better intellectual discipline for all members of the Civil Service than the study of law in its principles, nor a more useful preparation for practical duty than the study of the Indian Codes. It appears, therefore, desirable that the Civil Law, the Law of Evidence, the Mussulman and Hindu Laws, the Indian Penal Code, and the Code of Civil Procedure should take a prominent place in the education and examination to which the successful candidates for the Civil Service are subjected after their competitive trial and before their departure for India. Should it be found difficult to prosecute these branches of learning in connexion with the vernacular languages now acquired in England, the time devoted to the latter should be reduced or retrenched. There is good reason to apprehend that the system now in force in that respect is not productive of useful results, and that we might revert with advantage to the former usage which provided for the acquisition of the native languages in India.

4. The system of preparatory study in the vernaculars at the Presidency having been restored, it might be associated with some practical legal training by making it incumbent on the young Civilian to attend the sittings of the High Court both on the Original and Appellate Side, and to prepare digests of the cases which might be submitted for inspection and appreciation to the Registrar of the Court.

5. With a knowledge of law thus founded and expanded, the young members of the Civil Service would next pass indiscriminately into the practice of their profession and would acquire that familiarity with native languages, character, institutions, usages, interests, land tenures, local laws and the like which is equally necessary to the Revenue and Judicial Officer besides exercising their judicial faculty in the duties of a Magistrate.

6. After passing not less than seven years in the subordinate ranks of the service, after attaining the grade of Head Assistant, and after holding that grade either as an acting or as a substantive appointment for a year the Civil Servant should be called upon to decide between the Revenue and Judicial branches of

the public administration. On determining in favor of the judicial branch the officer should repair to Madras to follow a course of legal study there for not less than one year in conjunction with a renewed attendance on the High Court, receiving the full pay of his rank during that period, but subject to a refund of half in case he does not pass the prescribed ensuing examination.

7. The examination should afford a test of general competency for the exercise of the judicial functions accorded to the new class of Courts to be created, and if that test could be associated with the University degree of M. L., it would, I think, reflect importance and honor on the system of University examinations. A system of pecuniary rewards might also be connected with various degrees of proficiency in this examination.

8. At this stage the education, distinctively so termed of the judicial aspirant would cease; and he would enter upon the period of judicial employment.

9. To form a fitting training ground for the offices of Civil and Session Judge, I would respectfully advise a larger and simpler measure of amalgamation than has been suggested by the Judges of the High Court and by my colleague, Mr. Arbuthnot. I submit that, not only the existing Small Cause Courts in the districts, but also the Courts of the Principal Sadr Amins should be abolished, and that a single class of Courts should be instituted, invested with all the powers, Civil and Criminal, now possessed by both the superseded jurisdictions. These new Courts should be called subordinate Courts. Of these Courts I would establish one in each of the districts or sub-divisions of a district in which there is at present a Civil and Sessions Court. In seven of the districts or sub-divisions where there is the greatest pressure of litigation, I would, however, appoint two Judges to the Subordinate Court, either sitting together in the same Court or presiding in separate territorial circumscriptions as might seem most convenient for the suitors.

10. In this way twenty-eight Subordinate Judgeships would be constituted to take the place of twenty existing judicial offices, viz., thirteen Courts of Principal Sadr Amins and seven Small Cause Courts. Of these twenty-eight Judgeships fifteen should be reserved for the Uncovenanted Service as an equivalent for the thirteen Sadr Aminships suppressed, and two seats on the provincial Small Cause Court bench. The remaining thirteen would be appropriated to members of the Civil Service. Thirteen Subordinate Courts would, however, not afford a sufficient number of training employments for the twenty-one Civil and Session Courts of the Presidency. I would, therefore, throw in the two Assistant Agencies in Ganjam and Vizagapatam, and the Registrarship of the High Court, Appellate Side, making these offices exclusively accessible to the members of the Civil Service who had cast in their lot with the judicial section. In this way we should obtain sixteen judicial offices affording a direct avenue to the Civil and Sessions bench, which would be also accessible to a few selected native judicial officers should the projected Act throwing open the Civil Service be eventually passed. Should the number of subordinate Courts, with the accessory appointments indicated above, not prove sufficient for the supply of the Civil and Sessions bench, it would be necessary to enlarge the number of the subordinate Courts, a result which the increasing opulence and litigation of the country would probably at any rate render advisable at no distant date.

11. I leave it for more competent authorities than myself to decide how far

a class of subordinate Courts, such as that to which I have pointed, might be made Courts of Appeal from the District Munsifs' Courts.

12. If the scheme here suggested is deserving of acceptance on other grounds, I contend that it ought not to be declined on account of the additional expenditure which it would involve.

13. The existing thirteen Courts of Principal Sadr Amins, together with the seven Small Cause Courts, are maintained at an aggregate annual charge of Rupees 1,97,600.

14. The salaries of the proposed Subordinate Judges need not be all alike. The Uncovenanted Officers, all or nearly all natives, might be remunerated on one scale, and the Covenanted Officers on another, the salaries of the former being fixed with reference to the highest scale of remuneration granted to native officers in other appointments, the salaries of the latter being fixed with reference to the emoluments of equivalent offices in the revenue section of the Civil Service.

15. If the Subordinate Judges of the Uncovenanted class should receive Rupees 700 per mensem, they would have an advance of Rupees 200 on the present remuneration of the Principal Sadr Amins, and an excess of Rupees 100 over the highest salary appropriated to the grade of Deputy Collector. Fifteen Uncovenanted Judges, at Rupees 700 per mensem, would produce an annual charge of Rupees 1,26,000.

16. In the Covenanted Division of the Subordinate Judges it would not, I think, be safe to offer less than Rupees 1,200 per mensem, which would be approximatively equal to the salary of a Sub-Collector on the revenue side. Thirteen such offices would, therefore, require a total appropriation of Rupees 1,87,200.

17. The whole expenditure on account of the Judges of the Subordinate Courts would be Rupees 3,13,200, involving an excess over the aggregate salaries of the establishments, which they would be destined to supplant, of Rupees 1,15,600.

18. It has been suggested by my colleague, Mr. Arbuthnot, that the increase of expenditure, which would be incurred by the institution of subordinate Courts, should be covered by the substitution of Deputy Collectors in lieu of Sub-Collectors in the sub-divisions of districts. The Uncovenanted Officer would do for a salary of Rupees 600 what a Covenanted Officer does for Rupees 1,400. There would probably be no better way of effecting a saving, if a saving is deemed to be indispensable. I confess, however, that I would regret to see the sub-divisions alienated from the revenue branch of the Civil Service. They form the training ground for the Collectorial office as the subordinate Courts would be the training ground for the Civil and Sessions bench. If by an additional expenditure of little more than one lakh annually an establishment can be framed which would materially contribute to the efficiency of the higher judicial offices, the outlay need surely not be grudged. Time will bring economies from other quarters. The present appropriations for military purposes will not endure for ever, and the existing annual outlay for latrines and recreation rooms would defray the whole machinery for training Judges.

No. 120.—1869.

On the same subject.

The Members of Government having severally embodied their opinions, in the form of minutes, on the question of the organization of a separate department in the Covenanted Civil Service for the higher judicial duties, it has been found difficult to reconcile those opinions so as to frame a proposal which might be submitted to the Government of India with the authority which belongs to a concurrent resolution of Government.

2. Mr. Phillips questions the expediency of severing the Covenanted Civil Service into two distinct branches, Revenue and Judicial, sharply defined. He does not think that strict legal education and exclusive judicial employment are requisite to form useful Civil and Session Judges. He considers that the present system works well, and that no necessity exists for an extensive alteration which would not do an amount of practical good at all commensurate to the expenditure which would be involved.

3. Mr. Arbuthnot has submitted a project which recognizes the necessity which exists for a division of the Service with a view to the formation of competent Judicial Officers in the higher grades. His plan contains provisions which, beyond doubt, would constitute a considerable improvement on the existing system, and conduce to the training of more efficient Judges. Mr. Arbuthnot has, however, subordinated his suggestions to considerations of economy. If I am not mistaken he does not offer his scheme as the best he could propose, but as the best which could be adopted without an increase of expenditure.

4. Admitting, like Mr. Arbuthnot, the expediency of making special provisions for the training of Judicial Officers, I have submitted a project, in outline, grounded for the most part on various opinions enunciated by more competent judges, in the accompanying correspondence. It contemplates a more extensive innovation in the present judicial constitution, and an augmentation of establishments which would necessarily involve additional cost.

5. A discussion of these conflicting opinions having taken place in Council, Mr. Phillips manifested an inclination to assent to the proposals of Mr. Arbuthnot, which are, in his opinion, more acceptable than mine, inasmuch as they do not imply so great a change and so great a charge. On my part I agreed to take the papers again into consideration in order to bring my views, if possible, into conformity with those of my colleagues.

6. On a review of the question I am constrained to adhere to the opinion that we are not justified in giving the question of expense the prominent place which it occupies in the scheme of Mr. Arbuthnot. We want the best scheme rather than a good cheap scheme. The Supreme Government has not stipulated that an important reform is to be absolutely conditional on maintaining the present scale of cost. Connected more or less with economy there are, however, two features in the proposals of Mr. Arbuthnot to which I cannot heartily assent: (1) the retention of the Courts of Principal Sadr Amin in connexion with the proposed subordinate Courts; (2) the suppression of a considerable number of the Sub-Collectorates with a view to defraying the cost of the subordinate Courts.

By retaining the Courts of Principal Sadr Amin in connexion with the new subordinate Courts the opportunity is lost of introducing a simplicity and harmony in the judicial hierarchy which is wanting at present, and which it would be important to establish.

By suppressing the Sub-Collectorates not only the prizes of the Revenue Department of the Service would be reduced, but a most desirable training ground for the office of Collector would be injuriously limited.

7. If my colleagues can assent to the consolidation of the Courts of Principal Sadr Amin with the subordinate Courts, and to the retention of the Sub-Collectorates, I, on my part, for the sake of economy, am willing to agree to a moderate reduction of the number of subordinate Courts reserved by my previous minute for the Covenanted Civil Service, and to the maintenance of a graduated scale of salaries for the Uncovenanted Judges of subordinate Courts similar to that which was recently recommended for the Principal Sadr Amins. I would also accept all the remaining features in the plan brought forward by Mr. Arbuthnot.

8. If my colleagues, on the other hand, do not feel themselves justified in acceding to the views here expressed, I think that the opinions of the several Members of Government had better be simply transmitted to the Government of India.

No. 121.—JUNE 14, 1869.

On certain Projects for the Extension of Irrigation in the Madras Presidency.

The report upon the irrigation works in this Presidency, submitted by Colonel Anderson in the month of December last, presents seven projects of capital interest and importance, all of which are in course of inquiry or execution, and all of which merit the sustained attention and supervision of Government. These projects are—

- (1.) The development of irrigation from the Rooshkolia river in Ganjam.
- (2.) The completion of the irrigation channels of the Godavery Delta.
- (3.) The extension of the scheme of irrigation in the delta of the Kistna.
- (4.) The Sungum scheme for the irrigation of the northern border of the delta of the Pennair.
- (5.) The regulation and extension of irrigation on the Cauvery.
- (6.) The deflection of the Perriaur river from its course westwards to the basin of the Vigay in the Madura District.
- (7.) The extension of irrigation from the river Tambrapoorani in Tinnevely.

2. After repeated consultations with the Secretary for the Public Works Department, I am satisfied that little could be done to accelerate the progress of the first four and of the last of these projects.

The survey of the Rooshkolia is being prosecuted under the zealous direction of Captain Beckley, with a special establishment, and the scheme will be brought forward as the comprehensive application of the water power of an entire river with mountain reservoirs, distribution canals, and auxiliary tanks in the plains.

The Superintending Engineer, 1st Division, is engaged in preparing a detailed survey and estimate for the completion of the irrigational system of the Godavery

Delta. He has commensurate agencies at his disposal. The works are in course of cotemporaneous execution.

A like course is being pursued with reference to the Kistna. The Superintending Engineer, 2nd Division, has here the superior direction of the surveys which may not be terminated in less than two years; but meanwhile the sanctioned extensions and improvements are being carried out with ample appropriations of loan funds, and as fast as the power of supervision and the supply of labor will safely permit.

The plans for the extension of irrigation on the north bank of the Pennair are in the hands of Mr. Smith, an officer of experience and energy. They will soon be terminated and laid before Government. Mr. Smith will then be transferred to certain subordinate projects in the same district.

The Streeviguntum Anicut is advancing under the direction of Lieutenant Shepherd. It will create an irrigated delta at the foot of the Tambrapoorani. The middle and upper waters of the same stream are being examined by Captain Payne, with the benefit of information and suggestions supplied by the Collector of the district. These inquiries may, it is hoped, result in the submission of a comprehensive design for the storage and utilization of the flood-waters which have hitherto run to waste. The whole drainage area of the Tambrapoorani and its romantic tributaries, from the ghauts to the sea, would thus be dealt with under the loan system as a single irrigation work.

3. I am assured by Colonel Orr that, with reference to the five projects enumerated above, nothing more can for the present be effected by the intervention of Government. They are all advancing deliberately, but safely, under the guidance of competent professional authority. No good result would be attained, in the opinion of the Secretary for the Public Works Department, by the increase of superior executive agency, or by a greater application of labor. As much is being done as can be superintended, and a greater pressure on the labor resources of the country would disturb cultivation, raise wages, and draw workmen wastefully from one project to another.

The Cauvery and Perriaur projects remain to be considered, and to these I now invite the attention of my colleagues.

4. The Cauvery is the greatest vehicle of irrigation in this Presidency, and still perhaps the greatest in India, though its supremacy may hereafter be usurped by the Ganges or the Indus. There is no doubt, however, that the benefits conferred by this celebrated river are still susceptible of development in several ways:—

- (1.) By an increase of the area of cultivation.
- (2.) By improvement and economy of distribution.
- (3.) By the storage of the flood-waters, so as to ensure in all seasons a sufficient supply to mature one crop, and to provide an additional supply for a second crop where a second can be profitably raised.

5. The only project for an increase of the area of cultivation under the Cauvery now before us, of any importance, is connected with the contemplated construction of a new weir on the river near the old native anicut at Neringipett in the Salem District. This work, it is estimated, may supply water to about 20,000 acres. Colonel Anderson, however, points to the restoration of the great Ponnair tank, between the Vellaur and the Coleroon, on the northern

margin of the delta, while the Revenue officers, with whom I have had occasion to converse on this subject, speak of the practicability of an extension on the southern verge of the delta from existing channels, as well as of the possibility of constructing another anicut across the main river in the Trichinopoly District.

6. The regulation or distribution of the water-supply of the Cauvery at the head of the delta has been the subject of careful study, and an elaborate project for this purpose will shortly be submitted by Captain Oakes. A plan for the correction of many defects in the long winding canal, known as the Calingaroyen channel, which skirts the right bank of the Cauvery, between the Bowany and the Amravutty rivers, has also been prepared, and Colonel Anderson affirms that similar improvements might be introduced in other old native channels, of the same character, in the Trichinopoly District, at a lower stage of the river, which are independent of the great system under the upper anicut.

7. Whatever advantages may be expected both from an enlargement of the irrigated area and from rectification and thrift in the repartition of water, it cannot be questioned that the chief hope of increased benefits and profits in connexion with the Cauvery is to be sought in the storage of water in mountain reservoirs, which, if effected in a sufficient quantity, would not only guarantee the realization of the single crop now cultivated, but afford the means of producing a second harvest over a vast extent of ground which is comparatively useless for half the year. The localities contemplated for the construction of these artificial basins are to be found, in this Presidency, on the head waters of the Bowany, the Noyel, and the Amravutty rivers; beyond this Presidency, in Coorg and Mysore. The limited basis of our information on the subject at present lies in some unfinished surveys for reservoir, on the Neilgherry tributaries of the Cauvery, prepared by Mr. W. Fraser several years ago.

8. To what extent, over what area of land, water could be advantageously used for a second crop, if supplied from storage reservoirs, in the basin of the Cauvery, does not appear. No comprehensive report upon the subject has been hitherto framed as far as I am aware. It is expected that much light will be thrown upon the question in Captain Oakes' report on the regulation works of the delta; but to obtain a complete view of the increase of revenue and food-supply contingent on the use of this method, it would be necessary to obtain reports from the Collectors of the various districts traversed by the river and its numerous affluents.

9. Such, in a few words, is the fragmentary state of our projects and knowledge in connexion with the Cauvery, a river so respectable from its ancient and widely-diffused utility, the bread-winner of a million people. I propose to deal with it as we are dealing, on a far smaller scale, with the Rooshkolia and the Tambrapoorni, to regard it in the light of a single project, and while pushing forward isolated works within its sphere of proved or probable utility, to obtain from an officer, specially selected for this duty, a comprehensive report of the active irrigational power of the whole stream, and of the receptive irrigational capacities of its basin within the jurisdiction of the Madras Government. In this way the stronger projects would help the weaker, and the whole might be consolidated as a single loan work under the sanction of the Supreme Government.

10. Colonel Orr has indicated Captain C. J. Smith, of the Royal Engineers, as an officer capable of undertaking this work of generalization, should it receive the sanction of Government; but, pending the arrival of Captain Smith from England, it is proposed to place four officers on special duty, one for the investigation of the contemplated extensions of cultivation in the delta, two for the prosecution of Mr. Fraser's reservoir surveys on the head waters of the Bowany, and one for the exploration of the sources of the Noyel and Amravutty. The Secretary for the Public Works Department entertains no doubt that Captain Smith would be happy to proceed to Madras at once on business so important as a general review of the Cauvery irrigation. It was my intention to propose that the duty referred to should be entrusted to Captain Oakes when his report on the regulation works had been sent in to Government, but I now learn that Captain Oakes will, it is feared, find it necessary to proceed to England for the benefit of his health, and that Colonel Walker is, it is believed, in the same position.

11. The Perriaur project is so well known to Government in its general features that I need not describe it at length. It consists in the discharge of a river into the Madura plain, which now runs to the Travancore backwater. For this purpose a mound has to be thrown across the valley of the Perriaur, by which the arrested waters can be raised to such an elevation that, with the assistance of a moderate cutting, they can be conveyed over a depression in the eastern water-shed, to the basin of the Vigay. The object is to save and fertilize an extensive and unhappy portion of the Madura District. The main difficulty lies in the construction of a dam of unprecedented magnitude, partly in the bed of a furious torrent and in a distant, deserted, fever-stricken region. The more closely the project is scrutinized, however, the more promising it appears, and Captain Pennycuik has recently arrived from the scene with impressions even more sanguine than those entertained by Captain Payne and Captain Ryves.

12. I propose that Government should sanction the employment of two officers above the ghaut, in the survey of the basin of the lake and the site of the bund during the healthy season, while two others are employed in planning the channels and delineating the irrigable area in the plain. In the unhealthy season the gentlemen engaged upon the hills would join their fellow laborers in the low country. The whole party might be appointed on special duty, under the direction of Captain Pennycuik. As soon as the report of the Irrigation and Public Works Commission has been presented to Government, Captain Mullins is, I believe, prepared to proceed to Madura for the purpose of framing, in connexion with the officers employed on the spot, a definitive plan for closing the Perriaur valley. Captain Mullins might be instructed to submit his design for the dam with plans and estimates of the works above and below the ghaut if possible before the end of December, so that the project may find a place in the budget of the ensuing official year.

13. Should the suggestions submitted above meet with the concurrence of my colleagues, it will be necessary to strengthen the Departments of Public Works by the temporary engagement of several Executive Engineers with some experience of works in this country. Colonel Orr believes that three might be found of the character required. I submit that they may be entertained for two years on salaries not exceeding Rupees 600 per month. They would probably be employed, in the first instance, on the survey of the Cauvery reservoirs, but

Captain, Hindle, an officer trained alike in the Department of Public Works and in the knowledge of penal institutions. I would select him for this duty; and direct him to prepare a plan and estimate for the adaptation and enlargement of the existing buildings so as to afford accommodation for 700 convicts, making due allowance for the use of convict labor, which, owing to various local accidents, could be employed at Arnee with peculiar facility and advantage.

No. 123.—JULY 3, 1869.

On the American Mission Dispensary and Hospital at Raneepett, North Arcot.

During my recent tour in North Arcot, I had occasion to visit the dispensary and hospital at Raneepett in charge of the Rev. Silas Scudder of the American Mission. It is not necessary for me to enlarge upon the excellence and usefulness of this institution. It holds the position of a Government Dispensary. By placing a Government building and a portion of the revenues of a charitable foundation at the disposal of Dr. Scudder, the Government manifested their entire confidence in his character and his discretion, as well as in his professional attainments, for some considerations of a delicate nature were involved in the surrender of a State establishment to a foreign missionary. That confidence has been entirely justified by experience. The number of patients, as set forth in the accompanying annual reports, proves that the Minister does not impair the Physician, and that the heathen are not kept away by the temperate and conciliatory form in which the truths of Christianity are presented to their attention. On the other hand it is unquestionable that the great experience which Dr. Scudder possesses of the country, and his accurate knowledge of the language, render him peculiarly fitted for the office of a propagandist of European science in an Indian community. I can bear testimony to the solicitude with which the in-patients are treated, and to the general efficiency of the material arrangements. Some defects in the accommodation, furniture, and distribution are explained by want of funds and by the character of the building. Dr. Scudder has brought to my notice several particulars in which the Government might still contribute to the improvement of the establishment.

2. The dispensary receives an allowance of Rupees 193 per mensem from the funds of the Lungerkhana, a foundation appropriated to charitable purposes in North Arcot, but no other pecuniary assistance from Government. Dr. Scudder solicits permission to draw his medicines, or a portion of them, gratuitously from the Government Dépôt. This faculty is accorded to the Government Dispensary at Vellore, which receives the same contribution from the Lungerkhana. A similar privilege is enjoyed by the American Mission Hospital at Dindigul. I find, on reference to the Inspector-General of Hospitals, that he entertains no objection to the concession claimed by Dr. Scudder should it receive the sanction of Government. I propose, therefore, that Dr. Mackenzie be empowered to place himself in correspondence with Dr. Scudder, with the view of affording to the dispensary at Raneepett a gratuitous supply of medicines to the extent which the Inspector-General may deem advisable.

3. Some inconvenience has been experienced in the dispensary on account of the want of separate accommodation for the police. Now that Raneepett has

ceased to be a military station, a number of scattered buildings remain unoccupied. One of these, called the Arrack Godown, stands on a plot of ground immediately adjacent to the hospital. It is spacious, airy, in good repair, and well-adapted for a police ward, or separate ward for any special purpose. It is suggested that this building may be given up to Dr. Scudder; and that an estimate may be prepared of the expense of making a trench and an allee-fence round the area which belongs to it.

4. The want of a well in the hospital compound has been sensibly felt. Water has to be brought from some distance, which involves a considerable expenditure of labor. Directions should be given to frame an estimate of the cost of digging a well on the premises.

5. In the verandah of the main building a small apartment is used for performing operations and for other purposes. With the view of obtaining a better light the roof has been pierced and a sky-light has been inserted. This window has, however, been incorrectly constructed. There is more wood and less glass than there ought to be, and a single aperture is perhaps not sufficient. The Executive Engineer should be instructed to confer with Dr. Scudder on this subject, and make such alterations in the lighting of the room as may be deemed expedient for the purpose referred to.

6. In all our dispensaries a capital defect is apparent, the want of separate accommodation. In all these institutions, in addition to the general wards in the main building, which should be reserved for persons of low caste, there ought, in my opinion, to be a few isolated huts constructed, each consisting of two rooms; for the lodging of patients of higher social condition—one room should be reserved for cooking and for the habitation of the family or the attendants of the patient; in the other the patient would himself lie in seclusion, in quiet, and in a purer air. Were such conveniences provided, it is probable that the higher orders would avail themselves much more largely of the benefits of European medical advice than is the case at present. In the compound of the dispensary at Arcot there is a long shed, formerly used as a Bowling Alley, which might be easily divided by cheap partition walls into four rooms constituting two dwellings. The entrances might be made on opposite sides. The doors might be protected by a small external enclosure. In short, the place might be adapted in every respect to the usages of a high-caste Hindu, or of a Mussulman family. The experiment could not be made anywhere more economically, or with a better chance of success. The alteration of the building might, I think, be advantageously left to the judgment and direction of Dr. Scudder, who understands the predilections of the natives thoroughly, and who could, perhaps, work more cheaply than the officer of the Public Works Department. I submit that Dr. Scudder be requested to submit, through the Inspector-General, a plan and estimate for the adaptation of the above-mentioned building for the purpose of affording accommodation to two high-caste patients with their relatives or servants.

7. In conclusion, I beg to call the attention of Government to the good service which the American Mission is rendering to humanity and enlightenment, by the education of native medical students, and by the translation of medical works into the vernacular of the country. Particulars on these subjects will be found at page 6 of the Mission Report for 1863.

No. 124.—JULY 3, 1869.

On Colonel Colin Mackenzie's Claim to Pension for Wounds received in the Mutiny at Bolarum in 1855.

Colonel Mackenzie has again submitted his claim to pension for the wounds received in the mutiny at Bolarum in the year 1855. The claim is supported by His Excellency the Commander-in-Chief. In my humble judgment it deserves the countenance of this Government.

2. The right of Colonel Mackenzie to a wound pension may be disputed on the following grounds:—(1) because, at the time he received the wounds in question, the regulations in force only admitted wound pensions for wounds inflicted by an enemy; (2) because, subsequently, when the principle was extended to wounds received from mutineers, the Bengal mutiny of 1857 was alone contemplated; and the rule was not made general or retrospective; (3) because the wounds received by Colonel Mackenzie were the result of provocation offered by him; (4) because he has received a special pension since, which is virtually designed to satisfy all his claims on account of service and suffering.

3. I do not think that the two first objections will be seriously urged or entertained by the Secretary of State. If there was no dispute about the cause or the nature of the mutiny, the claim would not now be denied on the ground that the wounds were inflicted by mutineers, or because the mutiny happened two years before the great outbreak of 1857. If an officer wounded in the Vellore mutiny of 1806 had survived, the rule would certainly have been extended to him. He would have been admitted to the privilege generously awarded to later sufferers from a similar cause. I hope that I may regard the two first objections as definitively set aside.

4. The third objection is more serious. It has been contended that the affray in which Colonel Mackenzie so nearly lost his life was an isolated outbreak of fury, provoked by an imprudent act of that officer himself. In the excitement of the Mohurum, the Mussulman troopers, disobeying an order of the Brigadier, paraded the street in which he resided in a tumultuous manner. After vainly endeavouring to recall the offenders, by repeated messengers, to a sense of duty, the Brigadier opposed their advance in person, intimidated them, seized their religious flags, and compelled or persuaded them to retire. They summoned others to their aid from the lines, returned with increased violence, invaded the house of the Brigadier, wounded him desperately, and then retired to assume an attitude of rebellion and defiance. It is alleged that the personal intervention and violent action of the Brigadier was the cause of the explosion and of the crime to which he nearly fell a victim. This is possible. A justifiable act may produce a criminal effect. The question, I submit, is, not whether the mutiny was the immediate result of the action of the Brigadier, but whether his action was right and necessary. The question has been variously answered. Some will say that a temporary disobedience to orders might have been tolerated; that the offenders should have been suffered to proceed, until they could be confronted by a competent force; that the ring-leaders, in disobedience, might have been arrested afterwards and punished. Others will say that military authority brooks no delay; that orders must never be resisted; that obedience must be enforced at any risk; that it was not only right but imperative on the part of the Brigadier to compel submission at whatever hazard or sacrifice. In

my humble judgment, an officer might have taken either course without reproach; but my sympathies are with the bolder course. It is the more courageous and self-sacrificing; it partakes more of those higher military principles and virtues, which it is the policy of a Government to cherish and exalt. Prudence is a quality which will probably never be rare. The conduct of the Brigadier was defensible in principle, and he no doubt acted under a chivalrous impulse and a distinct sense of duty. If this be true, then is he to suffer because the rebellious soldiers were guilty of a flagitious act, in consequence of his justifiable intervention? Surely not. The more guilty and sanguinary their conduct was, and the more easily it was provoked, the more deeply they must have been tainted with demoralization and disaffection, and the more necessary it was to resist and subdue them. A devoted soldier does not become a rebel and an assassin in an instant, and with rebels and assassins there is no room for parley and compromise. In fact, the regiment which attempted to murder Colonel Mackenzie was in a state of chronic insubordination, which might, at any moment, have been converted to outrage. His peremptory resolution merely set fire to the train which had long been prepared and laid. Whatever may have been thought at the time when some were interested and others resigned to disguise or attenuate the truth, we can now look it in the face. The conduct of the mutineers of Bolarum and the conduct of the Brigadier may be regarded in a very different light since the catastrophes of 1857. With these impressions, I think it would be unwise to persevere in refusing Colonel Mackenzie that recognition of his merit and his suffering, which would be implied in the grant to him of a wound pension, unless the pension has been granted already in another form.

5. An annuity of £200 has been granted to Colonel Mackenzie "for varied and distinguished services, especially in Afghanistan." I do not know under what views and motives exactly this pension was awarded. It may be, possibly, that it was given *in part*, under a feeling that hard measure had been dealt to Colonel Mackenzie in the affairs of the wound pension. It may be that Government thus tacitly and indirectly admitted an error which they did not like formally to avow. But this is not at all certain. The devoted part taken by Colonel Mackenzie in the memorable campaigns of Afghanistan would alone fully justify such a mark of the Royal favor, nor is there any thing the least incompatible in the two pensions. A good service pension is frequently held in conjunction with a wound pension, and the annuity enjoyed by Colonel Mackenzie is probably nothing but an extraordinary good service pension.

6. It appears to me that this Government may safely transmit the memorial addressed by Colonel Mackenzie to the Secretary of State, with the expression of their hope that it may meet with his favorable consideration.

No. 125.—JULY 21, 1869.

On a Resolution of the Government of India, disallowing certain Charges in the Madras Police Budget Estimate for 1869-70.

The Supreme Government have directed a reduction of the Police Budget Estimate of this Presidency for the year 1869-70, to the extent of Rupees 2,38,940. These reductions are classed under three heads:—

	RS.
(1.) On the charge for travelling allowances, contingencies, petty repairs, &c.	24,940
(2.) On the charge for Inspectors of the higher grades ...	83,950
(3.) On the charge for Head Constables and Constables.	1,30,050
Total ...	<u>2,38,940</u>

2. The Acting Inspector-General of Police has shown, in his letter of the 5th instant, that the retrenchments prescribed under the two first heads are founded on erroneous data, and that even on the principles adopted by the Government of India their retrenchments should be reduced by nearly Rupees 60,000. Such a diminution of the sum retrenched by the Government of India would, however, be altogether inadequate to meet the requirements of this Government. I can conscientiously affirm that I approached the subject with the sincere desire to co-operate with the Supreme Government in the anxiety which they evince to reduce expenditure, and it is with a feeling of disappointment and reluctance that I am constrained to state that this Government could not carry out the orders of the Government of India in this matter without danger to an important and flourishing branch of the executive administration.

3. In respect to the Police Force of this Presidency the Government have been for years past in the following alternative. It has been open to them to keep the force up to its full sanctioned complement in the ranks with the full sanctioned proportion of native subordinate officers, making for the sake of numerical sufficiency a sacrifice with reference to the contentment, intelligence, and morality of all, or to keep the strength of the ranks and of the native officers somewhat below the numerical standard, appropriating the savings thus realized to the satisfaction and improvement of the numbers actually employed, and to the amelioration of the position of the European officers. The Government have sanctioned the latter course. They determined in favor of a lower quantity with a better quality, and this policy has, up to this present time, been deliberately approved by the Supreme Government. But the Supreme Government would now impose upon us a lower quantity with a worse quality.

4. Under the wise toleration and specific sanction of the Supreme Government and of the Local Government, the Inspector-General of the Madras Police has applied the economics of his department to the three following capital objects: (1) in supplying an extra allowance of Rupees 100 per mensem to ten District Superintendents; (2) in establishing the grade of Second-class Assistant Superintendent; and (3) in affording an allowance, under the designation of half batta, of one rupee per mensem to Head and Deputy Constables and of eight annas to Constables.

In order to meet even a modified reduction, prescribed by the Supreme Government, it would be necessary to sacrifice these useful innovations, and I need not say how injuriously the efficiency of the force would be affected by such a reactionary measure.

5. The extra allowance of Rupees 100 per mensem goes far to secure the services of Military officers of the rank of Major who would otherwise return to the position of Regimental officers, or of officers unattached, at the very moment when their authority and experience are of the highest value to the Police. This moderate inducement imparts, in fact, a stability to the service

which nothing else could supply, and retains, in active and useful exertion, a class of public servants who would otherwise swell the crowd of unemployed and dissatisfied men who besiege the doors of the Governor and the Commander-in-Chief for employment or furlough. Nor is it only a useful retainer; it is also a just reward for years spent in arduous, repugnant, and dangerous duties.

6. The grade of Second-class Assistant Superintendents was considered desirable at a period when the Police could still command the services of young officers of the army—men exercised already in habits of submission and authority—whose character was known and whose position afforded a substantial guarantee of honor and conduct. How much more, then, is the grade needed now as a trial and training ground for young men taken from the ordinary avocations of civil life without any previous system of education and examination, or a simple impression of general capacity and fitness? The abolition of this grade would be a serious loss to the Police. It could not be effected with impunity until, at least, some better system for officering the Police Force has been sanctioned and brought into operation, a result which could only be attained after the lapse of several years.

7. The question of batta to the subordinate ranks is, however, of all others the most important and vital. Batta has now been given for years. It is incorporated with pay. It is regarded as a right. It could not be taken away without creating the deepest apprehension and discontent. The pay of the Police is hereby sufficient to attract recruits of a good class, and to keep them honest. It is certain that every anna retrenched from the men by Government will be exacted by the men from the people. Far from being able to diminish the emoluments of the Police there is every probability that Government will be under the necessity before long of increasing them. The rate of wages and the price of goods have permanently risen. The extension of cultivation, and the prosecution of public works on a large scale over the whole surface of the country, will raise them still further. The State must keep pace with the labor and the rice market, or the morality of its servants will decline. Under a reduction of pay at this moment the Government would either get no recruits for the Police or bad recruits, who would enter not to serve but to steal, not to prevent crime but to commit it.

8. With these convictions I cannot do otherwise than invite my colleagues to concur in an earnest representation to the Supreme Government against the projected reduction of the Police Budget. I would entreat the Government of India not to disturb the judicious arrangement under which the sum of thirty-nine lakhs was some years ago awarded to this Government as a sort of normal or permanent appropriation for Police purposes. With that sum and some liberty in dealing with it the Government of Madras may be able to face the difficulties of the time, to prevent the deterioration of an establishment which has been reared with pains, and even to effect ameliorations in its constitution. Under a system of inquisitive economy, minute supervision, and incessant interference, I see a perspective of discouragement on the part of the officers, and of degradation on the part of the ranks, followed no doubt eventually by an expensive re-organization. A little liberty is a valuable thing, and the settlement of the Police Budget of this Presidency exhibited on a small scale some of the benefits which would be attached to the general scheme recently brought forward by Sir Richard Temple, a scheme which contemplated the concession of budget grants

en bloc to the subordinate Governments, leaving the repartition of the lump sums to their better local knowledge.

9. Should the Supreme Government not be enabled to meet the views which I have here expressed, and which I have every reason to hope will be shared by my colleagues, I see no other remedy than this, to prepare and submit a plan for increasing the pay of the Police Force in its subordinate ranks, and for providing inducements to secure the services of its superior officers.

No. 126.—JULY 27, 1869.

Advocating the release of Viziam Rauze, the Representative of the Family of the Palcondah Zemindars, detained as a State Prisoner in the Fort of Vellore, and an augmentation of his Stipend.

In December 1832 Mr. George Russell was sent as Special Commissioner to inquire into the causes which had led to the insurrectionary outbreaks in the Vizagapatam and Ganjam Zemindaries, to devise and carry out measures for their suppression, and to recommend what future course he thought best suited to prevent their recurrence.

2. One of the chief seats of disturbance was Palcondah, which, towards the close of the last century, had been given over to Narendra Rao Sittaram Rauze, who had taken no part in his father's rebellion, which resulted in the forfeiture of the Zemindary.

3. Narendra Rao Sittaram Rauze died in 1798, and was succeeded by his younger brother Venkatapathi Rao who died in 1828, and was succeeded by his eldest son Kurma Rauze, a minor at the time of his father's death. The estate was superintended during his minority by one of his stepmothers, under whose management it fell into arrears to the extent of nearly a lakh of rupees.

4. In 1831 the estate was made over to the Zemindar, but in August 1832 the Collector reported that disturbances had taken place in the Zemindary of so serious a nature as to render it necessary for him to continue the management.

5. In January 1833 it was found necessary to attack certain insurgents connected with the family who had established themselves in a fort near Palcondah. The place was evacuated after some resistance, and a number of letters were found in the fort addressed by the Zemindar, his brothers, and nearly every member of his family to the insurgents, which clearly proved their complicity in the insurrection.*

6. Mr. Russell made prisoners of the whole family, tried six of them by court-martial, and condemned and executed two, of whom one was the Dewan.

7. The Zemindar, Kurma Rauze, and his relatives were removed as State prisoners, some to Bellary and Gooty, and some to Vellore, and the Zemindary was declared forfeited to Government.

8. In Extract from Minutes of Consultation, dated 17th September 1833, the Government resolved that the Palcondah prisoners should be kept under such moderate restraint as might be needful to prevent them from entering into intrigues with their disaffected adherents in Palcondah and elsewhere in Vizaga-

* See Mr. Carmichael's Manual, p. 233. It is difficult, however, to believe that the Zemindar's brothers were in correspondence with the insurgents, his brother Viziam Rauze being only eleven years of age.

patam. A warrant was accordingly issued, under Regulation II. of 1819, to the Paymaster of Pensions at Vellore, to receive and keep certain prisoners, sixteen in number, in the fort at that place. This was on the 4th October 1833. It seems from Mr. Russell's letter of the 27th September 1833 that the Collector and Magistrate of Vizagapatam had paid subsistence to the captive family (during their residence at Samulcottah, whither they were conveyed soon after their capture) at the rate of Rupees 915 per mensem, or nearly twenty per cent. on the peishcush of the Zemindary, and Mr. Russell points out that this was nearly double the amount payable by law by the Court of Wards for the maintenance of the family of a ward whose estate was under their management. The Government accordingly called on the Magistrate of North Arcot for his opinion as to what he considered a proper maintenance allowance, and that officer replied that, in his opinion, one-third of what they had been receiving would suffice; at the same time he forwarded a copy of a letter from the Pension Paymaster whom he had consulted, and who considered that one-third would not be an adequate amount, that half might be enough, but that he could not say with any certainty until the prisoners had been for some little time under his care.

9. Eventually Rupees 50 per month were settled on Kurma Rauze, the ex-Zemindar, who was confined at Gooty, and Rupees 90 on Pedda Juggiah, a widow of the preceding proprietor, apparently stepmother of the ex-Zemindar. Rupees 250 were, at the same time, distributed in monthly pensions among the captives at Vellore, and of this amount Rupees 17½ was the portion assigned to the ex-Zemindar's brother Viziam Rauze, then about eleven years of age.

10. The ex-Zemindar Kurma Rauze died at Gooty in 1834 shortly after his pension was settled.

Viziam Rauze became the head of the family, and continued to reside at Vellore in confinement, where he now is.

11. As Viziam Rauze grew older, and as his relatives gradually died off, his pension was raised by successive additions, which it is not necessary to specify, until, in the year 1843, he was placed in the enjoyment of a stipend of Rupees 110, which, as far as I am informed, has not been increased since.

12. I saw this gentleman on my recent tour in North Arcot still held as a State prisoner, living in a becoming lodging in the fort of Vellore, in a condition of decent seclusion, with liberty to take exercise within the ramparts. He appeared to be much broken and suffering from melancholy. He asked me urgently for permission to return to his native country, or failing that to obtain some change of residence and some freedom which might benefit his health.

He afterwards forwarded to me the accompanying petition, in which he alludes to the restoration of the Zemindary.

13. It appears to me that there cannot be the least motive in the interest of Government for subjecting Viziam Rauze to restraint. He is evidently a gentle, helpless invalid, incapable of offering the slightest offence or resistance. I submit that permission should be granted to him to select a residence in any part of the country, except in Vizagapatam or Ganjam, notifying his wishes to Government, and obtaining their assent.

14. The estate of Palcondah now forms a taluq in the Vizagapatam District, which is leased for Rupees 1,20,000 to the house of Arbuthnot and Co., and under their liberal management has attained a high degree of prosperity. The notion of restoring it to the ancient family, by whom it was justly forfeited,

cannot be entertained, but the fact remains that the Government have benefited to the amount of Rupees 65,000 (the original peishcush having been Rupees 55,000) by their connivance with rebellion, and the last representative of the race is living on Rupees 1,320 a year. Should Viziam Rauze be allowed to remove to Vellore, or elsewhere, his necessities will probably increase; he will require to pay for his lodging and perhaps for a greater number of servants. He must maintain some of the proprieties of his station in life according to the notions of the country. It appears to me that his stipend might be increased to Rupees 250 per mensem, subject to the consent of the Government of India. A precedent for such a course might be found in the treatment of the representative of the Goomsoor family, who was liberated by the Government of Sir Charles Trevelyan, and whose allowance has been since materially augmented.

No. 127.—JULY 1869.

On the Advocate-General's suggestion that the Government should depute an Officer to report on the condition of the Ramnaad Zemindary, before entertaining the Zemindar's Application for a loan on the security of his Zemindary.

The accompanying opinion of the Advocate-General and of the Government Pleader lays down that the Zemindar of Ramnaad has only a life-interest in his estate, and that he can consequently only alienate it, or charge it for the period of his own life for ordinary debts contracted by him; but that there are other categories of debt which might be legitimately charged, not against the life-interest in the estate, but against the estate itself, conformably to Hindu Law. Under these circumstances, it is suggested that the Zemindar of Ramnaad should despatch a person to Madras fully informed of the character of the debts referred to, so that the Government Pleader may be able, after conference with him, to determine what debts can, and what debts cannot, be laid upon the estate. In this suggestion I agree. It is also proposed to charge a special officer with the duty of making a report upon the condition and resources of the Zemindary, and on the expenditure which would be involved in placing the irrigation-works and roads in a good state of repair. This duty might be committed to an experienced native officer, and I think that Vencata Row would be capable of performing it. This shows that, if Government is to undertake the duty of assisting the Zemindar out of his difficulties, it is expedient that we should have as exact a knowledge as possible of the value of the estate which is to constitute our security.

2. I have put up, with these papers, some documents of an old date, illustrative of the means taken, in the year 1816, to extricate the Zemindar of Vizianagram from his embarrassments with excellent effect. It would appear from the letter of the Board of Revenue of 3rd May 1816, that the Government became the sole creditor of the Zemindar for the amount of twelve lakhs, adopting all his responsibilities towards his miscellaneous creditors, and that the Zemindary was mortgaged, as a security, to Government. The money, for the payment of the creditors, was raised by Government by the issue of Transferable Bonds bearing interest, and in about six years the estate was cleared and restored to the proprietor. The details of the transaction cannot, however, be made out from the papers now before me, but could no doubt be recovered from

the Accountant-General's Office. I suggest that the Board of Revenue be directed, in conjunction with the Accountant-General's Office, to furnish the Government with an explanatory statement.

No. 128.—AUGUST 5, 1869.

On the same subject.

After reading the minute of my colleague, I remain of the same opinion as before—that this Government would do wisely to make a strenuous effort to extricate the Zemindar of Ramnaad from his difficulties, and, with that view, to adopt the suggestions made by Mr. Norton and Mr. Handley. Above all, I think it would be inexpedient to bring the question prematurely before the Government of India, for that would ensure the rejection of the project. I learn from Mr. Arbuthnot that the Zemindar has a son, a young child, who is his father's heir; so that, in case of the death of the Zemindar in the minority of the heir, the estate would go into the Court of Wards—a great security to Government—while, if the Zemindar lived until the period of his son's majority, the son would probably unite with the father in adopting the engagements made with Government.

2. I have never said that the debts of the Zemindar are to be cleared off with funds taken from the Imperial treasury as a definitive or absolute proposal. I would raise the money as best I could, and the course followed in 1816, viz., the issue of Transferable Bonds, seems a feasible expedient.

3. I would call for a full explanation from the Board of Revenue, in conjunction with the Account Department, on this subject.

No. 129.—AUGUST 9, 1869.

On the works connected with the enlargement of the Red Hill and Cholaveram Tanks, and with their supply from the Cortilliar.

I am happy to be able to report to my colleagues that the combined irrigation and water-supply scheme, by which the Cortilliar river will be conveyed to Madras, has now reached a stage which unites some immediate practical benefit with the prospect of greater results at no distant date. On the night of the 30th of July the heavy fall of rain, which occurred all over this part of the country, brought down a flood in the river, which has been, in a great measure, secured in the Cholaveram tank. The stream, which for some hours passed a foot deep over the Cortilliar anicut, is now entirely diverted to the reservoir, which is filled nearly to the level of the original waste weir. The Red Hills tank, which had not been placed in open connexion with the Cortilliar, and which, at any rate, would not receive a supply from that source until the upper tank had been filled, has only obtained an insignificant quantity from local drainage. The anicut, the supply channel in its whole length, the sluice works at the head of the channel and at the escape from the Cholaveram tank, the new calingulabs on both reservoirs, the bunds with their revetments, the irrigation sluices, and all the other portions of the works are in a satisfactory state of

progression, and are in great part characterized by a degree of solidity and finish which are not equalled in works of the same nature in this Presidency. The tanks, when completed, will offer both in extent and execution models of agricultural reservoirs of the first class.

2. Owing to the difficulty of procuring a competent amount of skilled labor for the masonry works, the sluices at the head of the supply channel which unites the two tanks are not yet in such a state as to admit the regular passage of water, and the Red Hills tank, as I said before, thus remains deprived of the benefit of water from the Cortilliar should another supply be available. The Engineer officer in charge hopes to be able to bring those works to such a condition of forwardness in the month of October, as to be able to pass the floods of the north-east monsoon; but another fall of rain, which may be expected in the present month, would be profitless to the Red Hills lake, and should the north-east monsoon fail, or prove deficient, the lake would remain empty or imperfectly filled, with a proportionate loss to the revenue and to the cultivators. Under these circumstances I have represented to the Secretary in the Department of Public Works the expediency of making some temporary provision for the passage of water down the channel from the Cholaveram tank to the Red Hills tank without interfering with the prosecution of the sluice works, and Colonel Orr has given the necessary instructions on the spot to Captain Scott. I think it is desirable, however, that the Government, while recognizing the gratifying advance which has been effected in the project, should affirm by an order that every means is to be used to open the connexion between the two tanks, so that the Red Hills lake may receive a portion of the first flood-water which is transmitted by the Cortilliar.

3. The attention of Government has, up to the present time, been directed chiefly to the use of the flood-waters of the Cortilliar in connexion with the supply of the reservoirs and of the city. A view of the channel of the Cortilliar in its dry season state, and the information afforded to me by the local officers, have, however, left a strong impression on my mind that the river-bed is a mine of water which may be worked even in the hottest periods of the year with great advantage to the country and the town. The Cortilliar has a slender surface stream throughout the summer, but there is, no doubt, as in the Palar and elsewhere, an abundant subterranean river percolating slowly and secretly to the sea. This flow is cut in some degree by the foundations of the anicut, which go down through the sand to the clay beneath, and an excavation in the river-bed above the anicut similar to the spring channels which are so frequently made in dry water-courses by the ryots for their garden cultivation, would no doubt discover a copious supply of summer water of the purest quality. A small cut in the bottom of the supply channel from the Cortilliar would take this stream without much diminution to the Cholaveram lake. It seems not impossible that an amount of water might in this way be obtained from the bed of the Cortilliar, in the dry season, capable of filling the main supply pipe for the city of Madras; but whether the water would flow from the accumulation above the anicut freely down the channel to the tank, or whether it would be necessary to employ some mechanical apparatus for lifting it and discharging it into the channel, may be a matter for inquiry. I propose that instructions be issued in the Public Works Department to the executive officer employed on the Cortilliar works to report—

(1.) On the amount of water which might probably be obtained from the bed of the Cortilliar in the driest season of the year.

(2.) On the means by which that water could be rendered most available for the supply of the tanks and of Madras.

No. 130.—AUGUST 12, 1869.

On the Capacities of the River Tambrapoorani as a motive power, and the adaptability of the site of Papanassem in Tinnevely for a Cotton Factory.

I took occasion, not long since, to bring under the notice of Council the capacities of the river Tambrapoorani as an instrument of irrigation. I desire now to refer to the water-power which it affords for the purposes of manufacturing industry.

2. In attempting the establishment of a factory, the following important points must be taken into consideration :—

- (1.) Motive power.
- (2.) Access to the raw material.
- (3.) Access to markets of consumption.
- (4.) Labor.
- (5.) Capital.

In all these respects the site of Papanassem in Tinnevely, where the Tambrapoorani issues from the ghauts, appears to me to offer great encouragements for the creation of a cotton mill.

3. After breaking from the mountains in a magnificent cascade, the Tambrapoorani descends, by a course of rapids, to the pagoda where the shoal of sacred fish is fed, and where the torrent subsides into a long series of level reaches. The interval between the water-fall and the temple presents more than one spot perfectly adapted for the erection of buildings and machinery. I allude particularly to a place where, I think, a temporary weir is used, and where the first irrigation channel is taken off. The volume of water is probably more than sufficient at all times of the year; but, if it were not, the projected irrigation reservoirs in the hills would repair the deficiency in dry seasons. No objection could be raised by the cultivators below, for the supply would be restored undiminished; and, if hereafter dyeing works were established, the river could well afford the insignificant loss which would be caused by the diversion of the contaminated water. On the value of water-power, with reference to cheapness and salubrity, I need not enlarge: the examples of Scotland, Saxony, Switzerland, and of other countries attest its advantages.

4. The northern parts of Tinnevely and the adjacent district of Madura produce the raw material in abundance, which would be laid down by the railway twenty miles from the factory. It may also be presumed that, if the mill was established, the ryots in the immediate vicinity would devote themselves to the cultivation of cotton in a greater degree than is at present the case.

5. The facilities for the circulation and export of the manufactured article would be as great as those for the receipt of the raw material. The home consumption in an opulent district would be considerable: the railway would carry the fabrics northwards, while the port of Tuticorin would be their natural outlet towards Ceylon and other foreign markets.

6. Labor is nowhere scarce in India. In Tinnevely it would be super-

abundant, for emigrants repair in numbers from the southern provinces to Ceylon and other colonies. Nor would these people be deficient in aptitude for factory-work. No race in the world has greater flexibility and delicacy of manipulation than the Hindus, and what is done with perfect success at Bombay and at Calcutta would be done as well at Papanassem.

7. I am not prepared to affirm that the capital of natives would be immediately invested in the establishment of a cotton mill; but I am justified in asserting that there is more capital in native hands in Tinnevely than in any other part of the Presidency, and that it would become available for a purpose of this nature with some encouragement on the part of the English commercial houses of Madras and Tuticorin. There is, in fact, a plethora of money in Tinnevely derived from the exportation of cotton; and it would be a further benefit to direct these accumulated gains into a reproductive channel, which are now hoarded or employed in usury.

8. Two arguments may perhaps be urged against the project which I recommend to the attention of the Council:—(1) that it is not the duty of Government to co-operate in the introduction of any branch of industry; (2) that the development of cotton manufactures here would be detrimental to the interests of Great Britain.

9. It is not the legitimate function of Government to support manufacturing establishments, except, perhaps exceptionally, in the interest of the fine arts; and it would plainly be wrong to foster them by a protective or prohibitive system. It will, however, hardly be affirmed that a Government may not rightfully point the attention of private parties to new avenues of speculation and enterprise, and afford them some kind of aid in the outset. Even the expedient of bounties is not absolutely excluded by the less rigid economists. Should the undertaking, which I now advocate, prove to be acceptable to practical men, I do not contemplate a greater measure of State assistance than would be involved by the gratuitous concession of water-power and building sites, the improvement of roads, the exoneration of imported machinery from duty, the purchase of the manufactured article for public purposes, with due regard to price and quality, and similar occasional and indirect good offices which may be indulgently extended to an incipient attempt.

10. The increase of cotton manufactures in India would undoubtedly tend to restrict importations of the same articles from England; but we are not to be deterred by this consideration from giving free scope to all the natural facilities for manufacturing industry which India possesses. India is a valuable market for English manufactures, and, in the interest of the great mass of native consumers themselves, that market should not be limited by artificial obstructions, such as high tariffs; but India is not a preserve for Manchester, and the Government and people of England would repudiate a calculated neglect of the industrial capacities of the country. That we have already been guilty of inactivity is proved by the fact that Pondicherry possesses a flourishing cotton factory, in which the raw material grown and the thread spun on the British territory are worked up with great profit to the proprietors and benefit to the population. Yet the French Settlement enjoys no advantage for this industry which does not exist at Madras, and suffers under several drawbacks and disabilities if contrasted with Tinnevely, the chief of which is the total absence of water-power.

11. As a first step towards the introduction of factory-labor into the Presidency, I propose that the Government shall charge Mr. Duval, a gentleman who possesses a competent knowledge of machinery and manufacturing processes, to proceed to Tinnevely with the view of reporting on the three following points:—

(1.) On the capacities of the river Tambrapoorni as a motive power.

(2.) On the adaptability of the site I have designated at Papanassem for the purpose of establishing a cotton factory.

(3.) On the probable approximative cost of erecting a water-power mill, including machinery and buildings, which would employ about one thousand hands of both sexes and all ages.

Mr. Duval has been strongly recommended to me by the Governor of Pondicherry; he was employed at that place in the management of a cotton factory; and he has informed me personally that he has had some knowledge of water-power engines in France.

A project of this nature, presented with the credit and authority belonging to a Government inquiry, would not fail to attract the attention, and, I trust, eventually to enlist the support of those who possess capital and are disposed to embark it in industrial pursuits.

No. 131.—AUGUST 14, 1869.

Suggesting Improvements in Tent and Carpet Manufacture in Jails in the provinces, the introduction of education therein, and the amelioration of the exterior and vicinity of the Penitentiary Buildings.

I desire to communicate, in the ensuing remarks, some suggestions which have occurred to me in respect to the jails which I have recently visited in the provinces as well as in connexion with the Madras Penitentiary.

2. At Salem under the zealous direction of Captain Bloomfield, Superintendent of the Central Jail, great progress has been made in various branches of intramural labor. In weaving a strong quality of cotton cloth adapted for tents and in carpet-making very good results have been attained, and these departments of industry appear to deserve additional encouragement on the part of Government. With this view I submit the following proposals:—

(1.) The Inspector-General of Jails should be directed to communicate with Captain Bloomfield for the purpose of introducing a regular system of tent-making, and should afford the Superintendent every facility and assistance for that object. Tent-making is already practised in the Central Jail at Rajahmundry, and the stuff produced does not seem to me to be inferior to the fabrics of Jubbulpore. Captain Bloomfield does not doubt that he could do as well at Salem, and it seems desirable, for the convenience of the services, that there should be two manufactories of this nature in the Presidency, one for the supply of the Northern, the other for the supply of the Southern Districts. The prices ought to be kept rather below those of Jubbulpore, if that can be done with due regard to profits. The purchase of tents is often a heavy burden on young officers entering the various departments of the Public Service. The Government might do well in assisting them indirectly in this respect.

(2.) In regard to carpets I observed that the designs were very indifferent. An attempt ought to be made to restore the purity of the eastern patterns, which is now not maintained at Ellore, or at any of the native seats of manufacture. Not only are the eastern patterns most approved of by competent judges for carpets, but they are the most easily executed and the most appropriate to the dyes which can be procured in this country. I would advise that the Government should import from Persia six rugs and four square carpets of moderate size to serve as models in the Salem Jail and in other places. The commission would, no doubt, be executed with care by Mr. Mackenzie, a son of the Inspector-General of Hospitals, who is connected with a mercantile house in the south of Persia.

3. Some time since the Inspector-General of Jails proposed, and the Government sanctioned, the introduction of education among the adult convicts both in District and in Central Jails. I have seen the system in operation at Bangalore with marked success. The Government might, I think, invite Colonel Wilson to report what measures he has taken for carrying out the orders of Government on this subject, and he might be directed to come to Madras, at his earliest convenience, for the purpose of concerting with the Commissioner of Police the proceedings which may be requisite for the introduction of adult education in the Penitentiary here, and for the improvement of the instruction, both in labor and in learning, now given to the juveniles. We are debarred by the orders of the Government of India from instituting Reformatories for our criminal youth, but we are not forbidden to make the juvenile wards at the Penitentiary as like a Reformatory as possible.

4. The works at the Madras Penitentiary are now approaching completion. The new yard containing quarters for the female and juvenile prisoners are nearly ready for occupation. It appears to me that the time has come for doing something for the amelioration of the exterior and the vicinity of the Penitentiary buildings, which form a most repulsive spectacle in the centre of the city:—

(1.) The wall of the Penitentiary is bounded on the southern or entrance side by an open space which can easily be levelled, fenced, planted, and kept in order when the works at the corner next the river are terminated.

(2.) On the east the wall is skirted by a public road. Here there is nothing to be done for a portion of the way but to plant a row of trees so as to screen the unsightly structure, but the wall further on retreats and forms a deep recess, which is occupied by an old Mussulman burying-ground, a place of ruin, neglect, disorder, and dirt extending over an acre or more in one of the most conspicuous parts of the town. No burials have been permitted here for several years past, no lamps are burned, no religious ceremonies are performed, no pilgrims or pious visitors approach the dilapidated graves. I would suggest that this burying-ground should be purchased by Government if there are any lawful possessors; that it should be surrounded with a dwarf-wall surmounted by a neat wooden-fence; that the ground shall be levelled, and that the few substantial monuments which exist should be kept in order, if there is an invincible obstacle to their removal. The space thus enclosed would form a dependency of the juvenile department which abuts upon it. The Police tanna and the water-pandal at the corner should be re-built in an ornamental style.

(3.) The northern side of the Penitentiary is bordered by the main drain, the pound, and an oblong piece of ground more than half an acre in extent. The pound should be removed and the space should be fenced and converted into a garden, which the juveniles might cultivate and water for an hour every morning or evening.

(4.) The western aspect of the Penitentiary is the worst. The wall here runs along the edge of the Cooum, which is at this spot more than usually filthy and noisome. Dr. Duff strongly recommends that a dwarf-wall should be run along the edge of the river; that the earth should be equally sloped; that a row of trees should be planted; and that the place should be strictly protected against trespassers and nuisances. In these proposals I cordially concur.

5. The whole of the works here contemplated should be executed by convict labor. They involve nothing but digging, building, and carpentry. For these purposes hands are now available by the termination of the labor shed. They ought to be set to the task at once.

6. In conclusion, I am constrained to observe that in none of the Central Jails which I have visited or inquired into have the wishes of Government been fully carried out with respect to the formation of a numerous body of skilled bricklayers and stone-masons, trades which would be so useful in the prosecution of the jail works which have still to be undertaken or completed. Instructions should be issued to the Superintendents of the Central Jails at Salem, Trichinopoly, and Vellore, directing that in each of these establishments not less than forty long-sentenced convicts shall be thoroughly instructed in the trades referred to. We shall probably have to build an additional Central Jail, or at least to appropriate and adapt an ancient military building for that purpose. In this undertaking, in my humble judgment, no workmen but convicts should be employed, and if the Council should concur with me in this opinion, it is obvious that no time should be lost in providing the most indispensable description of skilled labor for the object in view.

No. 132.—SEPTEMBER 12, 1869.

On the case of the remaining Members of the Family of the last Jaghiredar of Udayagiri in the Nellore District, and the inadequacy of the allowances granted to them.

When I was at Nellore in the month of March last I saw Ghose Sahib, the son of the last Jaghiredar of Udayagiri, living there with his family and relatives in a state of indigence, which could not be witnessed without sympathy when the former quality and opulence of the house are considered. Ghose Sahib brought his distresses under my notice, and, on my return to Madras, I called for a statement of the grounds on which the estate was sequestrated in the year 1839.

2. The accompanying memorandum contains a detailed exposition of the circumstances which led to the resumption of the jaghire, which was held on a life-grant by the deceased proprietor and suspected rebel, but which would, in all probability, have been continued in the family if he had not incurred grave suspicions of disaffection to Government.

3. A perusal of the paper now circulated leaves an impression on my mind that Abbas Ali Khan, the last Jaghiredar, was not improbably implicated in some

degree in correspondence with the Nawab of Kurnool and with parties in Hyderabad concerning an expected invasion of India by the Mussulmans of the north, and that he may even have lent himself, weakly, to making some incipient provision of powder and arms at his hill fort, with a view to a contingency of that nature, probably without any distinct idea or intention of raising war against the English Government. He was, perhaps, induced to believe that troubled times were coming, and that it behoved him to prepare to take a part in the struggle. It is difficult to realize the credulity and ignorance of a Mussulman country gentleman thirty years ago in a wild corner of the Nellore District, and it is certainly more than probable that no man of his class would have been an active supporter of English dominion in the event of a conflict. On the other hand, the evidence against the Jaghiredar was obviously so tainted in its origin and so imperfect that it would have broken down in a Court of Justice. Untried and undefended, the Jaghiredar, a simple subject of the British Government, was set aside, on the report of a Commissioner, as a measure of State expediency; his life-property was confiscated; and he was kept in confinement in a State fortress, with a pension sufficient to provide him with the bare necessities of life. His sons have since been living in Nellore, with a reduced stipend at large. Ghose Sahib is the representative of the family. I presume the other brother, Ali Husen, is dead. If the estate of Udayagiri had been a Zemindary, a hereditary estate, it appears to me that it would have been consistent with the clemency of Her Majesty's Government to restore it to the family; but, as it was merely a life-tenure, and granted, as the Sunnud specifies, with particular regard to the fidelity and loyalty of the holder, I cannot now propose to over-rule the decisions of the Government thirty years ago. The estate of Udayagiri is now a Government taluq, a prosperous and contented district, under a ryotwary settlement, paying, I believe, about a lakh of annual revenue to Government. It would seem chimerical to disturb this better condition of things. But neither can I contemplate the gradual degradation and impoverishment of the old Mussulman house with indifference. The Government, which has profited so much by the suspected treason of the family, but which shrank from bringing them before a Court of Justice on the charge, ought, I think, in commiseration, if not in equity, to place them, and, if possible, maintain them, in a decent condition. I would submit the case to the Government of India with the following recommendations:—

(1). That an allowance of Rupees 600 per mensem be granted to the family and dependents of the late Jaghiredar of Udayagiri, to be distributed on the recommendation of the Collector of Nellore.

(2). That the sum of Rupees 10,000 be given to the present representative of the family, Ghose Sahib, for the payment of his debts, in consideration of the insufficient stipend hitherto awarded to him.

(3). That the money allowance of Rupees 600 per mensem be commuted into a grant of land in the form of a Zemindary estate of the like value when such an arrangement can be made by the lapse or resumption of Zemindary land, or in some other way, without prejudice to the interest of Government tenants.

No. 133.—OCTOBER 19, 1869.

On certain points in connexion with the Reports of the Commissioner for the Examination and Settlement of Prince Azeem Jah's Debts.

The questions upon which the orders of Government are required are the following:—

(1.) Whether certain arrears of wages to sepoys, servants, and others accumulated during the Regency of Azeem Jah may now be charged to him as debts for which he is liable.

(2.) Whether the Government may, in conformity with the earnest wish of the Prince, sanction the payment of certain debts of the Nawab Begum, for which the Prince holds himself responsible.

(3.) What amount of remuneration may be awarded to Tirazish Khan Bahadoor.

(4.) Whether the amount awarded to Mr. Emerson Dawson, viz., Rupees 1,12,500, may be sanctioned in full, or whether it ought to be reduced.

2. In my humble judgment the Sirkar arrears ought to be charged to the assets of Prince Azeem Jah.

The Prince when Regent was responsible for this expenditure. He received money to pay these people. He spent the money for other purposes. It is allowed that the Nawab after his accession might have recovered from the Regent the amount due on this account, and ought to have done so. It is allowed that, if the Nawab had been amenable to the ordinary laws of the country, the claimants might have recovered their arrears from him in due course of law. If the Nawab was responsible, then the Government was responsible, for they undertook to liquidate the charges on his estate, and, if their arrears were not formerly acknowledged and paid by Government, it was on account of the alleged difficulty in verifying them. The obligation then incumbent on Government is still incumbent on Government, and Government can now recover from the estate of Azeem Jah the amount required, or approximately required for the liquidation of the debt for which Azeem Jah was primarily responsible. The Commissioner affirms that the claim lies against the Government, that is true, but the Government may assume the character of a creditor of Azeem Jah and recover from him. This may not be law, but I think it is common sense and common justice, and the Government ought, in my humble opinion, to act accordingly.

Besides, if we do not pay these claimants out of the fund appropriated for the liquidation of Azeem Jah's debts, the claims must either be paid from some other source, or remain unpaid. Now, where can he at the present time expect to find the means of paying these debts? and to leave them unpaid would be repugnant to justice. They are justly chargeable to the Government.

3. As a matter of equity and humanity, and for the relief of Prince Azeem Jah (one of the chief motives in the present measure,) I would sanction the liquidation of the debts of the Nawab Begum for which the Prince has declared himself responsible.

4. The sum proposed to be awarded to Tirazish Khan Bahadoor appears to me to be very moderate. I would sanction it, and I would authorize the Commissioner to raise the amount to any sum less than Rupees 5,000, should the services of the same gentleman be required for the further investigation of the claims under the head of Sirkar arrears.

5. The sum awarded to Mr. Emerson Dawson may at first sight appear a

large one, but it is technically justified on the grounds stated by Mr. Roberts, and may, I think, be confirmed on consideration by Government. Should the Sirkar arrears be admitted by Government, there will be a reduction of the awards over the whole list of claims, interest will disappear altogether, and the remuneration proposed for Mr. Emerson Dawson will probably come out at about a lakh. The question is, therefore, this: are we justified equitably in awarding a lakh to that gentleman. I think so on the following grounds:—

(1.) On account of the important services which he has rendered to the Prince and to the general body of creditors by the ability and perseverance with which he has agitated these claims.

(2.) Because he has devoted the greater part of his time and energies to this duty to the prejudice of his prospects and emoluments in a lucrative profession.

(3.) Because, when Mr. Dawson originally entered the service of the Prince, it was stipulated that if his exertions terminated in a manner advantageous to the Prince, a lakh was to be the minimum amount of his reward.

(4.) Because the sum of one lakh does not appear to be excessive when compared with the gains made by other Agents of Native Princes engaged in the prosecution of their claims and wrongs.

(5.) Because, if we give Mr. Emerson Dawson a good round sum now, he will probably be satisfied and silent, whereas if we cut down his remuneration to Rupees 50,000, or Rupees 60,000, he will probably harass Prince Azeem Jah with remonstrances and solicitations and endeavour to recover from His Highness' private resources what the Government have declined to grant from the public fund.

6. In submitting this opinion I do not overlook the just grounds of complaint which the Government might entertain against Mr. Emerson Dawson, set forth in the Commissioner's Report; but I think the Government may overlook these matters in the satisfaction belonging to a general and definitive settlement.

7. Should my colleagues agree with me in the views which I have expressed, the labors of Mr. Clarence Roberts must be prolonged for some time in the investigation of the Sirkar arrears, and the liquidation of the debts upon which awards have been already made will be delayed. This may be regretted, but I think the evil must be incurred. The services of Mr. Roberts should be retained till every claim has been scrutinized, and every claim has been actually paid. He should be required to complete the duty which he has carried on with so much ability and industry.

No. 134.—OCTOBER 31, 1869.

On the objections advanced against the nomination of Colonel Colin Mackenzie to a Brigade or Divisional Command.

The Government, in their Proceedings of the 26th of July, having reference to the recommendation of certain officers for command in the army of this Presidency, imparted to His Excellency the Commander-in-Chief their opinion that Colonel Colin Mackenzie was an officer whose claims ought not to be passed over.

2. His Excellency the Commander-in-Chief replied to this communication in a letter from the Adjutant-General, to the Military Secretary to Government,

under date of July 30th, submitting certain reasons which debarred him from recommending Colonel Mackenzie for the command of a Brigade.

3. The reasons adduced by the Commander-in-Chief for excluding Colonel Mackenzie from military employment were twofold.

1st.—That his previous service had not invariably been characterized by the sound judgment and discretion so essential an attribute for an officer exercising a high command, and

2ndly.—That Colonel Mackenzie "had for many years been out of military employ."

4. The views of His Excellency the Commander-in-Chief did not meet with the concurrence of the majority of the Council, and the Members of Government being separated at the time, a desultory correspondence ensued, which did not lead to any satisfactory result. When the Members of Government were enabled to meet again in full Council a discussion ensued, in consequence of which His Excellency the Commander-in-Chief communicated a minute now in circulation. In this paper the Commander-in-Chief has reiterated his reasons for excluding Colonel Mackenzie from military command, but has stated that "if the order of the Governor-General in Council, dated January 23rd, 1856, and a prolonged absence from military command, are not considered a bar to the nomination of Colonel Mackenzie to a command, it would afford me gratification to meet the wishes of Government, trusting to the future discretion of Colonel Mackenzie." The Commander-in-Chief has not stated to what authority the question of the competency of Colonel Mackenzie for command should be referred, but I may presume that His Excellency makes reference to the Secretary of State for India, the only authority, as far as I can judge, which can properly adjudicate in a matter of this nature, the Supreme Government and the Commander-in-Chief in India taking no part in the selection of officers for military commands in this Presidency.

5. The imputation of want of discretion, with reference to Colonel Mackenzie, is founded on the conduct of that officer on the occasion of an outbreak of fanatical insubordination in the 3rd Regiment of the Nizam's Cavalry, commonly called the Bolarum Mutiny. Into the particulars of that transaction it is not my purpose to enter. The devoted courage exhibited by Brigadier Mackenzie, and the sufferings which he endured in endeavouring to maintain, single-handed, authority and order among an excited soldiery are well known. His proceedings were condemned while his character and services were eulogised in a General Order of the Government of India, under date of January 25th, 1856. We may perhaps be permitted to regard some things that then occurred from a different point of view by the light of subsequent events. Even at that time the opinion passed by the Governor-General was not concurred in by many competent judges, and in the unqualified approval of Major-General Bell, Commanding the Hyderabad Subsidiary Force, Colonel Mackenzie can cite a cotemporary and authoritative vindication of his conduct. But whether right or wrong in the course which he embraced, Colonel Mackenzie was accused of nothing worse than an act of indiscretion. Now an act of indiscretion is not an indelible blot on a soldier's escutcheon. We have seen indiscretions of a very different complexion forgiven. The most indiscreet soldier who ever lived was the late Sir Robert Wilson, but it did not exclude him eventually from the command of Gibraltar.

6. Colonel Mackenzie, it is true, has held no military command since he had a Brigade in 1855, but I cannot see in this a convincing reason against his present employment. He is a man of great activity of mind and body. He is an enthusiastic soldier. He has had an extensive and varied experience of military life. We may be satisfied that he has forgotten nothing. Since 1855 he has been in England for the recovery of his health and wounds; he has been in the civil employment of the Government of India; many accidental causes have withdrawn him from his early connexion with the Madras Army and from Military employment. But the Madras Army and the Madras Government would gladly welcome Colonel Mackenzie back to military command here as they would welcome back Colonel Sir Alfred Wilde, Colonel Keyes, Colonel Fane or any of the officers who have carried their swords beyond the limits of this peaceful Presidency to the Northern frontiers. Nor do I see why a rule of exclusion should be applied to Colonel Mackenzie which is not applied to others. His Excellency the Commander-in-Chief recently recommended for the command of a Brigade Colonel Woods, a very meritorious officer, formerly Adjutant-General of the Madras Army. I acceded to this recommendation from deference to the superior judgment of His Excellency; yet Colonel Woods had not been actively employed in the command of troops for 25 years; he had never commanded a regiment, or even a wing, perhaps nothing more than a Troop of Horse if I am rightly informed. I do not dispute the capacity of Colonel Woods for military command. I contend that long absence from command does not necessarily imply incapacity. I am assured by competent authority that many other cases might be found of the same nature.

7. In conclusion, I have to submit my opinion that the Government should avail themselves of the conciliatory overture made by His Excellency the Commander-in-Chief, and should invoke the authority of the Secretary of State in determining whether the objections entertained by His Excellency should be regarded as valid objections to the nomination of Colonel Mackenzie to a Brigade or Divisional Command. Pending the decision of the Secretary of State it would, in my humble judgment, be desirable not to fill up any command which may fall vacant. We know that it is the earnest desire of the Secretary of State that unemployed officers of superior rank should, if possible, be restored to active duty, and Colonel Mackenzie appears to me to offer a conspicuous example of a distinguished officer in the full vigour of his faculties, consuming his emoluments and wearing out his life in enforced and unwelcome idleness.

No. 135.—NOVEMBER 3, 1869.

On the policy of allowing the Seat of the Madras Government to be moved during a limited portion of the year to the Neilgherry Hills.

It has long been felt that there is something anomalous and unsatisfactory in the position of the Members of Council with reference to the period of absence or relaxation from public duty at Madras, which they may justly claim and which they now enjoy in an uncertain and desultory manner.

2. The practice, as it has recently existed, may be stated as follows:—

3. The Governor has been in the habit of passing two months in the year in making tours of inquiry and recreation in the plains, and a month at some hill station for repose and the benefit of his health.

4. The Commander-in-Chief has shifted his head-quarters for two or three months to the Hills, and he has been engaged for a like period in tours of inspection to the various stations of the Madras Army.

5. The Civil Members of Council* have made occasional excursions to the Hills or elsewhere, concerting arrangements with their colleagues so as to offer as little impediment as possible to the deliberations of Council and the transaction of public business.

6. The result is that for five months in the year the Council is rarely complete, that it has often in that period been held by two Members, and that occasionally it has been held by one.

7. It is not affirmed that this state of things has produced any serious evil. On questions of moment the Members of Council at Madras ascertain the opinion of their absent colleagues by correspondence. The discussion of important matters can sometimes be deferred without inconvenience. There has been every inclination to promote full and fair discussion, and to avoid precipitate and partial resolutions. Still there are sometimes delays that might better be avoided, and sometimes absent Members may regret that determinations were taken without their co-operation.

8. In my humble judgment it would, on many accounts, be preferable that all the Members of Government should take their relaxation at the same time and the same place, and reconcile it with the continuous exercise of their official duties.

9. This result would be attained in a great measure if all the Members of Government should proceed to Ootacamund for a stated period, say ten weeks in the hot season, carrying with them the Secretaries to Government and a limited number of clerks. The full Council would then only be broken by the absence of the Governor and the Commander-in-Chief on tour. I mention ten weeks because this period would allow ample time for preparation and travel, and leave the Members of Government two complete months at Ootacamund for relaxation, approximately the amount enjoyed by the Judges of the High Court. If the Secretary of State should prefer to sanction three months, I see no material objection to it, but I would prefer the shorter period.

10. To this proposal opposition might be made on the following grounds:

(1.) That an obligation might be imposed on some to go to the hills who would rather remain on the plains.

(2.) That expenditure would be incurred.

(3.) That the seat of Government would be removed from the capital to a remote sanitarium.

11. The first objection can, I think, scarcely be seriously urged. There are, no doubt, some Englishmen and many natives to whose constitution the climate of the Hills is uncongenial, but the former are so rare that the contingency need not be considered, and there would be no difficulty in selecting East Indian and native subordinates who would repair to the Hills without reluctance and without risk, supplied, as they would be, with the benefits and precautions which the Government would, as a matter of course, afford.

12. The apprehension of increased expenditure disappears on inquiry.

13. The Governor, the Members of Council, and the Secretaries to Government would gladly avail themselves of the privilege of repairing officially to the

* It may be remarked that the present Senior Member of Council has, however, scarcely ever left Madras, which has greatly facilitated the regular conduct of business and the movements of the other Members.

Hills, which they now do privately, without making any charge for travelling expenses for transport, for house-rent, or for any other object whatever.

14. The Government possesses at Ootacamund two small houses which, with some slight repairs, would serve for the Meetings of Council and for public offices.

15. It would be equitable and conformable to custom to grant to the subordinate functionaries of Government, and to the official servants accompanying the Council, their travelling expenses as well as batta for sustenance, lodging, and warm clothing, but an inspection of the enclosed tabular statement will show that the outlay for these purposes could be covered with Rupees 5,000 per annum, even if the longer period of three months was adopted.

16. I think, however, it might be desirable to set the maximum expenditure down at Rupees 6,000, as the cost of transport, lodging, and living might prove to be more onerous to the subordinate officials than is here anticipated. The charge would be met from the Governor's Tour Fund, which amounts to Rupees 30,000, and which could support an abatement to this extent.

17. I need scarcely say that the project now submitted has nothing in common with any scheme for the permanent removal of Government from Madras.

18. Believing, as I do, that all the chief interests and establishments of the country must always be associated with the plains, no one would deprecate more warmly than I the habitual or prolonged alienation of the Council from its traditional and appropriate seat. I ask for nothing more than that the Members of Government should take their holiday together, do in company as much work as is done now while they are scattered, and do it better.

19. The distance of Ootacamund from Madras would not oppose any material difficulty in the transmission of intelligence and correspondence.

20. The railway will in two years be completed to the foot of the plateau, the ascent is traversed by an excellent carriage road, Ootacamund is connected with the capital by a line of telegraph, and the post which is now delivered in about forty hours ought eventually to be carried in twenty-four.

21. Under the provisions of the Indian Council Act it would be competent for the Governor of this Presidency to summon the Council at Ootacamund without reference to the Secretary of State, but I am debarred from the use of this power by the decision of the India Office in 1861, which then over-ruled a proposal of Sir William Denison to transport the Government to Ootacamund for a portion of the year, and to abandon Government House at Madras as an official residence. The overture of Sir William Denison contemplated a longer absence from Madras than that which I suggest, and was complicated by some other features which may have rendered it unacceptable.

22. It is certainly necessary that the sanction of the Secretary of State should be obtained, and I think that it may be asked for in the form now recommended with a fair prospect of success.

No. 136.—NOVEMBER 28, 1869.

On the inexpediency of the Reductions of the Police Establishment insisted upon by the Government of India.

The letters submitted by the Inspector-General of Police are so exhaustive and convincing, in my opinion, that it only remains for me to record an emphatic assent to his arguments.

2. The reductions insisted on by the Government of India are fatally prejudicial to the efficiency of the Police Force, and peculiarly impolitic at the present conjuncture.

3. The grade of Deputy Inspector-General, which it is proposed to abolish, is one of the greatest value to the force for three reasons—(1) It provides for a superior supervision which the Inspector-General cannot effectually exercise; (2) it affords an encouragement to young officers of good character and capacity to enter the force; (3) it supplies a reward for good service and retains officers of experience longer than they would otherwise remain.

4. The retention of this class of Inspecting Officers is most desirable at the present moment when a number of young men have been introduced into the probationary grade of Assistant Superintendent without any previous military training, in consequence of the deficiency of subalterns in the army.

5. Nothing but the strong pressure brought to bear upon this Government by the Government of India and the imperious necessities which are alleged to exist for economy in every branch of administration induces me to concur in the proposal of the Inspector-General that the number of Deputy Inspectors-General shall be reduced from four to two. I do not doubt that the reduction will be sensibly felt. I consider it, however, my duty to record my opinion that to discharge even two of these officers, arbitrarily at a certain period fixed beforehand, would be an act of positive injustice to them, and would be tantamount to a breach of faith. I submit that Government should earnestly contend with the Government of India that none of the officers holding the rank of Deputy Inspector-General should be disturbed until they can be absorbed in other employments of equivalent value. I see no prospect of being able to provide even for two of these officers before the term stated by the Supreme Government. I know of only one office which may possibly be vacant early next year. It will be disposed of in conformity with the views expressed by the Government of India if it can possibly be done with due regard to the interests of the Public service, but of that even I am doubtful.

6. The reduction of District Superintendents from 21 to 19 is to be deprecated. The excess of two is shown to be necessary with reference to the absolute requisitions of Jeypore and the peculiar character of Malabar.

7. A reduction of the class of Assistant Superintendents from 23 to 6 would be the ruin of the whole force as demonstrated in the clearest manner by the Inspector-General. Without constant local European supervision, the new Police would become simply an instrument of corruption and oppression. We know what were the evils attached to the old system under which the functions of a Constabulary were performed by the village police, the official peons, and local irregulars. But these bodies contained influences and elements which may have materially diminished the mischiefs natural to such a system. They performed hereditary or traditional duties, they were under the control of the Magistracy, they had no inter-communion or general organization, they worked among their own people, among their relatives and neighbours. But a State Police Service without local character and connexion imperfectly commanded and controlled would in this country become an organized and irresistible tyranny. Far from diminishing the number of Assistant Superintendents, I consider that they ought to be maintained at a high level, that good inducements of pay and promotion should be held out to them, and that if the supply of subalterns which formerly nourished the force be cut off permanently some method of procuring

officers from England should be set on foot, similar to that lately submitted by the Chief Secretary and now under the consideration of Government.

8. The proposal to reduce the expense of clothing the Madras Police to Rupees 6 per man may not seem to strike so directly at the root of our Police organization as the other measures contemplated by the Government of India; but I give my decided opinion that it would be in the highest degree detrimental to the force. The Police are now neatly and substantially dressed. They appear very clean and orderly. The uniform cannot fail to exercise some influence on the class from which they are recruited. The common people must recognize them as something superior. Poor men of honest castes may join them without a sacrifice of self-respect, the men themselves may be proud of their condition, the European officers can command them without shame. But the least deterioration of the present exterior would sink the Police in the eyes of the people, in their own eyes, and in the eyes of their officers. They would get no respectable recruits and no respectable officers.

9. Regarded as a whole, the measures projected by the Supreme Government appear to me to involve the absolute ruin of an establishment which has been built up with infinite pains during the last ten years by a devoted Inspector-General and an able band of officers; an establishment which has superseded the ancient Police agencies of the country, and with the efficiency of which the welfare of the mass of the people is now inseparably identified. I should fail in the performance of an imperative duty if I did not urge the Government to resist these innovations by every means in their power, to fight against them step by step, and, in case of an unfavorable decision at Calcutta, to carry the question before the Secretary of State as one of the gravest which could be submitted to his definitive resolution.

10. It will not escape the attention of Government that the projected changes are rendered particularly inopportune by the circumstance that they are urged at a period when the Government of Madras have spontaneously submitted a project for the diminution of the Military Force occupying this Presidency—a project which, if carried out in connexion with a reduction of the Madras Army, renders it more than ever necessary that the Police Force should be maintained in a state of efficiency and contentment.

11. It is hardly necessary for this Government to disclaim any indifference to the expediency of a justifiable retrenchment. Retrenchments involving the cessation of public works, except where the revenue could be directly attacked, are no doubt under present circumstances most laudable and necessary, and this Government has cheerfully accepted them, for public works can be arrested and resumed with comparatively little pains, but retrenchments which would affect the permanent efficiency of an executive body so closely connected with the safety and morality of the people as the Police present themselves in a different light. Such retrenchments cannot be carried out without inflicting prolonged evils most difficult to repair; additional taxation would be far preferable, even a transitory deficit and an increased debt, however deplorable, might be less injurious to the State.

12. Entertaining these opinions, I think that this Government should respectfully solicit the suspension of the orders of the Government of India with reference to Police organization and expenditure in this Presidency; stating at the same time that this Government will, with the least possible delay, communicate

to them a counter-project embodying the reductions which we can recommend with due regard to the important interests at stake.

No. 137.—NOVEMBER 28, 1869.

On the question of Military Retrenchment.

The papers which are now circulated do not enable me to give any definitive opinion on the question under consideration—military retrenchment. It appears to me that subordinate reductions cannot be properly determined until we are in possession of the main facts of our future position. We must know what amount of Native and what amount of European force are to be stationed in this Presidency and in the provinces which this Presidency garrisons beyond its own limits, and how those forces are to be distributed before we can settle the details of military administration.

2. I take no exception to the modifications suggested by His Excellency the Commander-in-Chief, on the contrary I concur in them; but the retrenchments recommended are conformable to the opinion expressed by His Excellency that the Madras Army ought not to be reduced, and that no considerable change should be made in the manner in which it is disposed. But I have already submitted elsewhere that the Government of Madras could safely dispense with at least six regiments of Native Infantry as far as our local necessities are concerned. Should that opinion prevail His Excellency the Commander-in-Chief might be able to suggest other and more extensive changes.

3. I entirely agree with my colleague, Mr. Phillips, in the opinion which he has expressed respecting the existence and operation of a double Inspectorate in the Medical Department—one Inspectorate for the British, the other for the Native force. A more wasteful application of administrative machinery I cannot conceive. I think that it might be put an end to at once. I do not agree, on the other hand, with my colleague respecting the abolition of the Remount Depot at Oosoor—a subject on which I would be ready to express my views more at length on another occasion.

4. For the present I think that we ought to submit the information supplied by the Commander-in-Chief to the Government of India, with the expression of our opinion that a well-digested scheme of economy in military administration cannot be framed until we are informed of the footing on which the army is to be maintained and of the manner in which it is to be distributed.

No. 138.—JANUARY 10, 1870.

Suggesting measures for the Reduction of Police Expenditure insisted on by the Supreme Government.

It is in the memory of the Members of Council that, on the 11th of last month, I despatched a telegram to the Chief Secretary to the effect that the Supreme Government was ready to entertain any proposals for the reduction of Police expenditure in substitution for the orders previously transmitted from Calcutta.

2. On the receipt of this telegram the Government of Madras proceeded to consider the question of reduction with the advice of the Inspector-General, and their resolutions were embodied in a letter under date of the 17th of December, which was forwarded to me by the Chief Secretary for presentation to the Government of India.

3. The Government of India did not, however, await the receipt of a proposal from the Government of Madras. They proceeded to frame a communication to the Madras Government in reply to the letter from the Government of Madras of the 6th of December.

4. The draft of the letter from the Government of India was placed in my hands at the very time at which the letter of this Government of December 17th reached me.

5. I had thus before me a deliberate embodiment of the expectations of the Government of India, and a firm statement of the concessions which the Government of Madras deemed it possible to make. But the two plans were absolutely irreconcilable with each other. The Government of India affirmed that the Imperial appropriation for Police purposes in this Presidency should be reduced to about thirty lakhs. The Government of Madras confidently applied for thirty-six lakhs and a half, or, if the municipal contributions be subtracted, for a net appropriation from the Imperial revenue of thirty-three lakhs and a half. There were also certain features in the scheme of reduction which I had reason to believe would not be acceptable to the Supreme Government.

6. Under these circumstances, I considered that I should exercise a wise discretion in withholding the letter from the Madras Government of the 17th December, and in permitting the despatch from the Government of India to be transmitted unchanged. It appeared to me desirable that the Government of Madras should have a full knowledge of the views of the Government of India before committing themselves to anything like an ultimatum. I was assured privately by the Viceroy that the sum applied for by the Government of Madras was one which could not be granted, either with reference to the financial necessities of the empire, or with reference to the appropriations fixed for the other Presidencies and Provinces.

7. The letter from this Government of December 17th is accordingly submitted to Council under cover of this minute; the letter from the Government of India, containing what may be regarded as an expression of their definitive opinion, is in the hands of the Chief Secretary.

8. I trust that my colleagues will not consider that, in acting thus, I exceeded the limits of a reasonable discretion. If on re-consideration, and with the full light now afforded respecting the views and aims of the Supreme Government, it is determined that we cannot maintain an efficient Police with a smaller net Imperial appropriation than thirty-three lakhs, that opinion can still be re-stated and supported by more convincing arguments. If, on the other hand, it be discovered that we can accept a smaller Imperial appropriation by additional reductions and economies, or in consequence of the application of a larger sum from local funds, then by the suspension of the despatch we shall have avoided the statement of an opinion which could not be insisted on.

9. The position is now this:—The Viceroy, having in view the general financial position of the empire, has decided that a certain limited sum can be afforded for the general Police requirements of India. Having in view the area

and population of Madras, he considers that he cannot grant to this Presidency a larger share of the general appropriation than about thirty lakhs and a half net, which, on the present basis, would afford a gross expenditure for Police purposes of about thirty-three lakhs and a half, or three lakhs less than the amount adopted as the minimum by the letter, unpresented, of December 17th. I think it not impossible that the Viceroy might, however, be induced to raise the net Imperial contribution to thirty-one lakhs, in which case the deficit to be made good by additional local contributions, or by additional retrenchments, would amount to about two lakhs. I do not think it possible to induce the Supreme Government to go beyond thirty-one lakhs.

10. My humble opinion is that the Government of Madras would do well to consider maturely some method of meeting the wishes of the Government of India, for I do not think that their determination will be moved here, and, in a matter of this nature, I do not think that it will be overruled by the Secretary of State.

11. It would be premature to affirm at this moment how the financial necessity can best be met; but if the necessity be frankly recognized, and if this Government accepts as a fact that the Police administration of the Presidency must, *coûte qui coûte*, be conducted with an Imperial appropriation of from thirty to thirty-one lakhs, I should not despair of attaining the object in view without serious detriment to the interests of the country. We could do it by reduction. We could do it by co-operation. We could do it best by a union of both.

12. With reference to reduction, I venture to indicate the evacuation of Jeypore by the Police, and the substitution of troops for the small Police garrison now maintained in that tract. Something of the same kind might possibly be done in other hill regions. At several of the Central and District Jails military guards might be employed in lieu of Police guards. The same course might be taken in respect to different establishments at the capital and in the provinces, and the military might be employed again, as they were employed before, in the convoy of treasure. Two Deputy Inspectors-General might be abolished, a change which must be deprecated, but which might be experimentally sanctioned. One District Superintendent might be suppressed in Malabar. There might, perhaps, be some slight additional reduction of European subordinate agency. The beat system might be abolished or restricted. On the other hand, the resources of local contribution or co-operation are perhaps not exhausted by the share which the municipalities now bear. The number of municipalities might be greatly augmented, which would imply an increased contribution. The expenditure on Police buildings might be brought upon municipal and local rates. In case of absolute necessity the local rates themselves contemplated by the measure under consideration might be made available for a grant-in-aid to Imperial Police expenditure in each taluq or district; but this I would only assent to as a last resource.

13. I admit that all these suggestions are liable to animadversion. I do not say that they are commendable. I would not make them except under the pressure of an imperious necessity. But I believe that necessity exists.

14. In conclusion, I would advise that a proposal be submitted to the Supreme Government embodying a considerable reduction of the net Imperial appropriation for the Police, during the year 1870-71, in the sense of the letter

of December 17th, with some modifications, and that an engagement should at the same time be taken to frame a more comprehensive measure under which the net Imperial appropriation for 1871-72 shall not exceed thirty-one lakhs.

No. 139.—JANUARY 17, 1870.

On the refusal of the Government of India to sanction an increased rate of expenditure on account of the Contagious Diseases' Act from the Imperial Treasury alone.

I must repeat my decided impression that there is no chance of inducing the Government of India to continue to sanction the present rate of expenditure on account of the Contagious Diseases' Act from the Imperial treasury alone. Of course I may be mistaken. It is possible that the Government of Madras might adduce arguments of sufficient cogency to convert the Viceroy to other sentiments. I must say, however, that I have heard him maintain, in discussion with myself, and even with greater energy with the Governor of Bombay, the principle of municipal co-operation in this matter. He would insist upon it even in up-country stations where an insignificant military element is associated with a predominant military one. Indeed the Governor-General has reiterated in my presence more than once that nothing would induce him to sanction a system of exclusive State expenditure for this object. At the same time the Viceroy takes the warmest interest in the application of the Act, and has the firmest conviction of its efficacy.

2. I would advise the following course:—

(1.) To send up a report showing the very last results of the application of the Act which I understand to be highly satisfactory.

(2.) To request that the past expenditure may be sanctioned, and expenditure on the same scale up to the 1st of July next, after which local resources will be called into co-operation to an extent which, it is hoped, the Government of India may deem satisfactory.

3. As Mr. Arbutnot suggests to introduce an Act making the municipal revenues available for the purposes of the Act, or, better still, for the construction and maintenance of hospitals, dispensaries, sanitary inspection in the case of contagious diseases, &c.; at present, if I am not mistaken, the whole of the hospital system of Madras is at the charge of the State. It is reasonable the municipality should contribute.

4. I would not moot the question of sea-toll till we are well assured that the ordinary revenues of the city cannot bear a moderate current contribution for the purposes of the Act. I would also use the Port Fund for the same purpose in a sparing manner. We must get a little on all sides. The Viceroy spoke rather warmly against *action*, and the sea-toll would be an *action*.

5. I would also put provisions into the new Local Cess Act having reference to the application of the Contagious Diseases' Act. I think that Lord Mayo will promote a very general application of the Act in the interest not *only*, or *primarily*, in the interest of the military, but also for the benefit of the civil population.

No. 140.—MARCH 2, 1870.

On the proposed Abolition of the Police Superannuation Fund.

I have considered the telegraphic despatch transmitted by the Government of India respecting the appropriation of the Madras Police Fund with every inclination to meet their wishes if, in my opinion, it could be done consistently with justice and the interests of this Presidency. I regret to state that I am constrained to advise that the proposal of the Supreme Government should be firmly declined on the following grounds.

2. While the Government of India offer to guarantee the present amount of pension to actual incumbents, that is, to present pensioners and to all those who have enlisted in the Police Force under existing conditions, they do not make any engagement to maintain the scale of pensions on the present footing to future recruits. Now, the absence of any engagement to this effect discovers an inclination to reduce the rates of pension. But any reduction of pension rates would be attended with several disadvantages.

It would diminish the incentive to men of good character, respectable caste, and physical ability to enter the ranks of the Police at a time when there is already considerable difficulty in maintaining the desirable moral and material standard, owing to the increased demand for labor, and a consequent rise in wages throughout the country.

It would establish two classes of men in the Police with different rights and emoluments—a preferred class and a depreciated class—thus founding an element of jealousy and discontent.

It would shake the confidence of the force, engendering anxiety and suspicion, for the men would apprehend the introduction of other innovations to their prejudice. A change affecting the condition of a force so important ought always to be a change for the better, not for the worse.

It would deprive the Police of the prospect which they have under the present system of some future increase of pension, for the Government of Madras are advised that the regulations under which the fund is administered not only insure the maintenance of the present scale of retiring allowances, but hold out some hope of eventual augmentation.

3. It may be objected that the Government of India would not decrease the amount of pension in future, that they might even engage not to do so. I trust that I shall not be deemed disrespectful or incredulous in stating that such considerations do not inspire me with as much confidence as the possession of a solid, sufficient, separate local fund. The present Government of India might respect our rate of pensions, and even promise for their successors. But the opinions of one Government are not transmissible to another, and the promises of one Government are not always held inviolate by another.

4. The present system gives us competent pensions and the means of maintaining them. The proposed system would give us no security either for one or the other.

In the interest of the Madras Police I consider that this Government is justified in resisting the contemplated change. I trust I may be permitted to refer to other motives for objecting to it of a very cogent nature.

5. It may be presumed that, in desiring to resume or appropriate the Madras Police Fund, it is the intention of the Supreme Government to carry the

amount to the credit of revenue either in the present year or in next year, and thus to reduce the amount of the current deficit apparently.

If such be the fact (I do not affirm it, but it is generally believed), I venture to submit that such a course would be opposed both to true policy and true principle.

6. The true policy of the Government of India, courageously practised up to the present time, has been to put the financial difficulties of the State in an honest and a strong light, and to meet those difficulties not by evasions and equivocal expedients, but by the straightforward remedies of diminished expenditure and increased taxation. This frank policy of the Government of India has been promptly responded to by the Government of Madras. We have reduced our expenditure without unreasonable remonstrance or resistance; we have increased the burden of Imperial taxation; we are framing a comprehensive measure of local taxation. But to take a long-established local fund, the gradual accumulation of successive annual subscriptions, and to carry it to the revenue account of a single year would be, as it seems to me, a deviation from the scrupulous financial rectitude which has been hitherto practised and applauded. It would put down money in the wrong place after taking from a source which ought not to be disturbed. It would throw a deceptive color over the comparative statement of revenue and expenditure—a statement which the Government of India watches with such constant and legitimate solicitude. It would tend to shake the confidence which the Government of India now so justly inspires.

7. But if the contemplated appropriation (as I believe) is impolitic, it is surely also a violation of sound economic principle. The Government of India do not intend the *abolition* of pensions in the Police Force of Madras. They mean to assume a financial obligation to some extent or other. In that case would they not be bound to carry the appropriated fund to account of capital? Would they not be bound, in assuming a permanent incumbency, to retain the commensurate means of meeting it? If it is an infraction of rigid economic principle to sell State property, even property at the moment unproductive, and carry the proceeds to account of current revenue, it is surely a greater infraction of principle to confiscate productive capital and dissipate it in unproductive expenditure.

8. I hope that it will not be contended that, in offering these remarks on the supposed intentions of the Government of India, I go beyond my legitimate province. The interest in debate is mainly a local one. The money which the Government of India desire to alienate is Madras money, and it is but natural that this Government should view a proposal with double repugnance, which not only contemplates the suppression of their funds, but also the application of those funds to a purpose which they cannot regard with approval.

No. 141.—MARCH 5, 1870.

On the Reductions in the Madras Educational Budget Estimate for 1870-71 proposed by the Government of India.

The gross Budget Estimate for the expenditure of the year 1870-71, under the head of Education, Science, and Art, amounts to Rupees 12,01,090, showing

an excess of Rupees 1,02,000 over the "regular estimate," or supposed actual expenditure of 1869-70, which amounts to Rupees 10,97,090.

2. The *net* expenditure on purely educational purposes in the estimate for 1870-71 is computed by Mr. Arbuthnot at Rupees 9,80,000 in round numbers, the items not having reference to education being subtracted, as well as the sums representing advances which are reimbursed to the revenue account of the year.

3. Mr. Arbuthnot proposes to request the assent of the Government of India to this estimate.

4. The Government of India have, on the other hand, requested this Government to cut down its educational expenditure to the actuals of 1868-69, viz., to Rupees 8,75,000; but whether this sum represents the gross or the net expenditure on purely educational purposes I have not the means of ascertaining from these papers.

5. I do not think it will be possible for this Government to reduce their educational expenditure to the level of that of the year 1868-69, if we consider the immense expansion of the grant-in-aid system during the present year 1869-70, and the positive claims which have thus grown up on the Government—claims which cannot in equity be resisted or adjourned. Yet if we consider the financial exigencies of the time, and the expressed wishes of the Supreme Government, I should sanction the submission of a budget for 1870-71 largely in excess of that for the present year with great reluctance.

6. I think that we should invite the Director of Public Instruction to Council next Tuesday, that we should impress on him the expediency of presenting a budget within the limits of that of 1869-70, and endeavour to concert with him roughly the means of doing so.

7. Having brought the estimated expenditure for 1870-71 within the limits of the actual expenditure of 1869-70, I would state to the Government of India that this Government will, in the course of the year 1870-71, take the educational expenditure of the Presidency into deliberate consideration, with the view of ascertaining how far the Imperial expenditure can be relieved, and the growing educational necessities of the Presidency be met in two ways—

(1.) By the application of local funds.

(2.) By raising the scale of fees in the higher class of schools.

P.S.—I think it would be desirable to have a mixed committee embodied for the purpose of reporting on the question of raising school-fees in the higher class of Government Schools and Grant-in-aid Schools—a committee composed of educational officers of Government and of missionary teachers.

No. 142.—MARCH 13, 1870.

On the same subject.

In the minute which I submitted to Council on the 5th instant, I expressed my strong repugnance to the adoption of a budget estimate for education for the year 1870-71 higher than the actual expenditure of the current year, and I proposed that the means of reducing the budget estimate for the ensuing year to the level above mentioned should be discussed in Council with the assistance of the Director of Public Instruction.

2. The budget estimate for 1870-71 was accordingly brought under debate in Council on the 8th instant in the presence of Mr. Powell and of the Rev. Mr. Symonds, Secretary to the Society for the Propagation of the Gospel, who was requested to attend for the purpose of affording any information which the Council might desire to elicit respecting the grant-in-aid system and the scale of fees now exacted in the higher Government and Missionary Schools.

3. The different heads of the budget estimate were categorically examined, and I am bound to state that, contrary to my expectation and my wish, I remained satisfied that no reduction of any importance could be effected without consequences which I cannot think it right to incur. Reductions would either frustrate the claims of public servants to an improvement in their emoluments and position partly granted, partly promised, partly legitimately expected under existing rules, or they would fall upon the grants-in-aid accorded to the missionary societies and other spontaneous educational agencies to which we owe so much, and which have been recently stimulated by Government to greater efforts in conformity with a policy which may perhaps have been too generous, but which was impressed on this Government by the Secretary of State, and which could not be suddenly revoked without causing embarrassment, disappointment, and resentment.

4. I have, therefore, concurred with my colleagues in a resolution to send up the budget estimate for 1870-71 again to the Government of India as originally framed.

5. In doing this, it is, however, far from my wishes to countenance the impression that the grant-in-aid system can be indefinitely expanded under the impulse and leadership of the independent educational agencies, that the contributions of the Imperial revenue can be settled by their expenditure and their exertions. The co-operation of the Imperial Government must be regulated by the means at its own disposal, not by the means at the disposal of other parties. Nor do I think that the cost of the higher education of the country can for ever be as liberally defrayed by the State as is the case at present. Imperial appropriation must, no doubt, long remain the mainstay of education; but it can to some extent be supplemented both by local taxation and by an increase of school-fees. - In this way Imperial appropriation might be kept down approximatively to its present amount until the Imperial revenue becomes capable of affording a larger measure of aid.

6. The application of local funds to the support of schools, both directly and in the grant-in-aid form, will be considered in connexion with the Bills now before the Legislative Council. The increase of school-fees will be immediately and maturely examined, as determined in Council, by the Director of Public Instruction in concert with the able educational agents of the missionary bodies and other representatives of the educational interest, official and independent.

7. In dealing with this question it cannot escape the attention of the Government of India that the Imperial appropriation for education, science, and art in this Presidency is out of all proportion with that accorded to the Presidencies of Bengal and Bombay. I am not an advocate of a jealous comparison of particulars of this nature, believing that circumstances may exceptionally justify an excess of expenditure on particular heads in one or other of the provinces of the empire, and that a captious contrast of items of appropriation tends to breed discontent. In the present case, however, it appears to me that the inequality of Imperial

appropriation to the several Presidencies should be obliterated, or, if suffered to remain, that it should exist to the advantage of Madras, for the other Presidencies having started earlier in the career of education, and having been long encouraged by a most liberal share of Imperial favor and support, should now be better able than Madras to stand upon their own resources and help themselves. The population of Bengal exceeds that of Madras by little more than one-third, yet the educational grant to Bengal is more than twice as great as that to Madras. The population of Bombay is little more than half that of Madras, yet the educational grant there is equal to that of this Presidency. With these facts before them the people of Madras would regard any attempt to reduce their educational grant with natural concern, and they will deem it hard that additional taxation should be locally imposed to help their inadequate appropriation, while the sister Presidencies are so amply provided for. We do not, however, at present ask either to be placed on the level of Bengal and Bombay, or to have Bengal and Bombay reduced to our level. We merely ask to be left undisturbed in the enjoyment of a moderate appropriation, engaging at no distant date to augment it from local resources by every means at our disposal.

No. 143.—APRIL 10, 1870.

On the question of providing additional Jail Accommodation for long-sentenced Prisoners and on the employment of surplus Criminals on Public Works.

The schemes with which the papers now circulated are connected originated in the impression that a new Central Jail would be necessary in this Presidency to accommodate the class of long-sentence convicts formerly drafted to the Andamans, but who are henceforward to complete their sentences in the Presidency. The existing Central Jails, now approaching completion, were computed to contain the current supply of serious criminality, *minus* the number sent beyond sea, and probably to afford some room for a permanent or occasional accession of offenders, but the addition of a new class of long-sentence prisoners to our home charge involved, it was considered, new accommodation.

2. The great outlay incurred in the construction of the Central Jails prompted the plan to convert the deserted barracks of Arnee into a place of confinement—an operation which might be effected by convict labor alone with almost no expenditure of money wages, and the inquiry conducted by the Sanitary Commissioner proves, to my satisfaction at least, that a penal establishment might be formed at Arnee without any extraordinary risk to the health of the convicts or of the guards.

3. Subject to the condition that increased accommodation was actually requisite, the plan of converting the Arnee barracks into a jail seemed to me a promising one, and I was perhaps in some degree influenced by the hope of converting a place—now a deplorable scene of confusion and ruin—into an orderly and useful institution.

4. Before any action, however, could be taken on this proposal, two alternatives were suggested, one originating with the Government of India, the other with the Inspector-General of Jails.

These are—

(1.) The employment of surplus criminals on public works.

(2.) The distribution of surplus criminals in the existing Central Jails by enlarging them.

5. But besides these alternatives it appears, according to Colonel Wilson, that there is really no pressure for additional accommodation, and that the lodging actually available, or shortly to be opened, is more than sufficient for the existing numbers and for any accretion that may be proximately expected. Colonel Wilson seems even to imply that we may have reached the maximum of our criminal charge, and that no additional accommodation will ever be necessary.

6. It seems certain that Government is not under any immediate obligation to make provision for increased house-room. It is open to Government to lay these projects on the shelf and do nothing! But ought Government to do so? I think not.

7. It appears to me that a very good opportunity is now offered for putting an important question to the test of experience—a question which is now attracting much attention in the north of India—namely, the appropriateness and the cost of convict labor on public works of magnitude and utility.

8. The extension of the Northern Canal from Doogarazupatnam to Kistnapatam, or the Nellore backwater, appears to me to be a work most perfectly adapted for the employment of gang labor. The distance is moderate, the operation is simple, the climate is healthy, the country is open and comparatively uninhabited, the site is accessible, easily reached, easily inspected.

9. It would be superfluous for me to contend in favor of the project on the ground of utility. It is nothing less than the union of the capital by water with the great rice-field of the Pennair delta. The expediency of the work, long notorious, has been recently emphatically affirmed by Government, and the extension of the canal has been prosecuted from local funds with the promise of a loan from the Imperial Government to be secured on the revenue accruing from the navigation which, it was believed, would exhibit a large excess above the expenditure necessary for maintenance.

10. The Government is aware of the imbroglio which has occurred in connexion with this enterprise. There was undoubtedly a considerable accumulation in hand from the revenue of the canal in past years, the Government had reason to believe that it could count upon an annual excess of Rupees 40,000 and it was upon this statement that the Government of India sanctioned the prosecution of the canal as a reproductive work from loan funds. It will now be our duty to place the matter in a less favorable light before the Government of India. It was found that the accumulated fund, which we counted upon for the extensive works, was actually in great part required for repairs and excavations on the old portion of the canal, in fact that the annual surplus had been accumulated by neglecting the maintenance. That there is, and will ever be, a real annual surplus after due outlay for maintenance I do not question, but the amount of such surplus has become problematic, and it may be doubted whether the Government of India will confirm the grant of a loan secured on such a hypothetical basis. It is of the last importance to continue the works, and it behoves this Government to inquire whether another security cannot be discovered which will satisfy the Government of India and provide a certain source for the payment of interest and sinking fund in connexion with an Imperial loan.

11. My proposal would be to apply to the Imperial Government for a loan to the Local Fund Commissioners for the Districts of Madras and Nellore under the new Acts, for the purpose of completing the canal and to employ convict agency in the execution of the work. In this way, as it seems to me, several excellent objects would be attained.

The work itself would be energetically prosecuted and carried out.

The value of convict labor would be effectually tested.

The force employed—a minimum of 600 able-bodied convicts—would be supported from the loan or local funds for seven years, all the expenses of superintendence and guard being defrayed from the same source.

The districts concerned would, in all likelihood, get the work done—a great public benefit—more cheaply than if it was carried out by free labor, and, if it was found that convict labor proved more expensive, the Government would adjust the balance, equitably estimated, from Imperial sources.

The Central Jails would be effectually relieved for a long period from the least danger of overcrowding.

A powerful and useful band of convict laborers would be formed for the service of the State, comprising perhaps not a few skilled artificers in the building trades, which might be afterwards transported to other irrigational, canal, or railway works, which are not likely to be wanting in the Presidency for a lengthened period.

12. I think it right, in connexion with this question, to record my doubt whether the opinion enunciated by Colonel Wilson that we shall not require additional jail accommodation is well founded. My own impression is that we have no right to expect a diminution of crime, and I trust that we shall see an increase of convictions. The population is increasing rapidly, the efficiency of the Police and of the Magistracy will no doubt be progressive, the evacuation of criminals to foreign parts is arrested, and the despatch of foreign criminals to this country is unchanged. I believe that we must look forward to the necessity of providing for additional criminals in one form or another. Should the Government negative the plan of extramural employment on public works, it will remain for them hereafter to determine between the proposals for adapting the old buildings at Arnee for this purpose or enlarging the Central Jails.

No. 144.—APRIL 14, 1870.

On the objections advanced by the Government of India against the Madras Project of District Manuals, with a view to the ultimate compilation of a Gazetteer for the whole Presidency.

The Secretary to the Government of India, Home Department, in letter, under date of February 8th, has communicated to this Government the views of the Government of India with reference to the Madras project of District Manuals exemplified in the works of Mr. Carmichael and Mr. Nelson.

2. The objections taken by the Government of India to the scheme contemplated here have reference—

1st.—To the expense.

2nd.—To the method.

3. Assuming the remuneration to each district officer employed to be the amount recently granted to Mr. Carmichael and Mr. Nelson, and the charge for printing and publishing to be a mean between that incurred for Mr. Carmichael's shorter and Mr. Nelson's more voluminous book, the cost of the whole series is set down at one lakh of rupees. This amount appears extravagant to the Government of India for Madras, and they remark that, if the same scale of outlay was sanctioned in other parts of India, the compilation of Manuals for the whole empire would cost ten lakhs.

4. If the question of expense was merely at issue, I do not think that we should meet with any insuperable difficulty. I make no doubt that we should find able and zealous officers in all our districts willing to undertake the work gratuitously (except with reference to expenditure actually incurred in prosecuting researches) for the love of the country, for the love of letters, and in the hope of distinction and advancement: in this way half the gross expenditure would be extinguished at once. Nor do I question that the cost of printing and publication is over-rated by the Government of India. It is not necessary to take a mean between the volume of Mr. Carmichael and the volume of Mr. Nelson. We may safely assume that under the advice of Government the dimension employed by the former would not be exceeded. This would reduce the charge for printing and publishing the remaining eighteen Manuals to Rupees 40,500.

5. In my humble judgment the sum of one lakh would not be an exorbitant price to pay for a series of works resembling those already issued. In my mind, so great a mass of useful and interesting information would not be dearly purchased for the sum referred to, if the Government had the funds at its command. The expenditure would be scattered over four years at least; and Rupees 25,000 per annum is no great sacrifice with the view of securing works of this character, which would be invaluable to travellers, archaeologists, statisticians, naturalists, philologists, ethnologists, and the revenue servants of Government; nor does even the accumulated outlay of ten lakhs, distributed over a long series of years, appear to me excessive, if we regard the magnitude and the resources of India. But, as I said before, as far as we are concerned, the undertaking could be completed for less than half the cost anticipated by the Government of India. The Government of India would probably not consider an annual expenditure of Rupees 15,000 unreasonable for four consecutive years. The question of method or system offers more impediments to an adjustment of conflicting views.

6. The system proposed and acted upon in Madras is to entrust the duty of composing a District Manual in each district to a revenue officer under certain instructions, leaving great liberty to the author, and giving to each manual the stamp of a comprehensive, individual, independent work, with the eventual intention, however, of committing the task of making a *digest* of these manuals to some officer of conspicuous ability, so as to obtain a General Gazetteer of the Presidency. In this scheme the capital object is the District Manual, and the secondary one, the Gazetteer.

7. The system proposed by the Government of India is to obtain from each district officer employed a report on his district; to submit these reports in manuscript to a central authority, by whom they are to be criticised, condensed,

and supplemented; and to incorporate all in one work—the General Gazetteer. In this scheme the first object is the Gazetteer, and the second, the Local Report.

8. My object in submitting this minute is to record my strong persuasion that what we really want is a full, careful comprehensive work on each district and on each administrative sub-division of the country, for the use of the local officers, the Government, and persons engaged in historical, artistic, social, and scientific studies and inquiries. Many of the districts of this Presidency have strongly marked distinctive features. I need only point to Tanjore, Madura, Malabar, Salem, and Vizagapatam. All have local peculiarities derived from natural or historical causes. There is not one, except it be in the Carnatic Group, which is not a proper subject for special delineation. By sanctioning these works and by publishing them separately, we shall, I think, confer a great benefit on the authors individually, on the public service, and on the native community. The officers employed will work with competitive ardour; they will instruct themselves in instructing others; they will save from oblivion and render accessible a vast amount of local history and tradition which would otherwise be forgotten or remain dispersed and practically unattainable; they will place in the hands of the revenue officer of the future, to whatever part of the Presidency his steps be directed, a mass of intelligence condensed, reliable, and ready-made, which must now be collected by personal experience or from a multitude of separate sources. But the spirit of inquiry set afoot by the composition and publication of these manuals will not stop either with the immediate authors or with the Members of the Civil Service: it will probably rouse a kindred feeling among the subordinate local officials of the country, and disseminate a love of investigation in many departments of knowledge which is now wanting. The Government of India have remarked that more valuable materials are already collected for this task in the Presidency archives than can be supplied from the district record-rooms. I beg leave to doubt this, except with reference to some modern branches of statistics; but, even if it were so, there is nothing to prevent the authors of the District Manuals from consulting the sources of information accumulated at the capital. The Government would give them every assistance in doing so. What I mainly insist on is that the Government should give to each author the full responsibility and honor of his own work; that the stamp of individual mind should be left on each; that all should not be pruned and squared down to the pattern of a central critic's ideas and appetite. One man will write more than another; one man will read more than another. Let the writers and readers have their way. Do not let us have a "standard plan" for human intelligence at least!

9. I propose that we should respectfully address the Government of India, requesting leave to have our independent District Manuals composed after our own fashion, and the General Gazetteer of the Presidency framed afterwards on the basis of those manuals as may seem best to this Government, engaging at the same time that the aggregate charge for the whole undertaking shall not exceed Rupees 60,000.

10. I trust I may be permitted to offer some reflections on that passage in the letter of the Secretary to the Government of India, in which it is stated that the "prolixity of the Madura Manual is so excessive as to render it comparatively useless to the general public." I submit that the work is not really

prolix, and that it is not primarily intended for the general public. It is long, but that is another thing. Mr. Nelson has attempted much, but he has not treated his multifarious subjects tediously or with iteration. Madura is the chief part of an ancient and celebrated Indian kingdom. It is the centre and stronghold of Hindu religion and nationality in the south of India. It is now a district of the Madras Presidency, but it contains an area of 8,790 square miles and two millions of inhabitants. A large book is well bestowed upon it. No doubt at an office table in Calcutta Madura may appear an unimportant place, and Mr. Nelson's Manual a prodigious volume, even to a mind as laborious and well-judging as that of the Home Secretary. I thought the book a big one myself when I received it at Madras, but it did not seem large when I consulted it at Madura: on the contrary there were things I wished to know which the manual did not contain, and I venture to affirm that a young civilian taking up his duty on the banks of the Vigay will scarcely consider one page of it superfluous. It is written, of course, for men of science, Government, and local authority; but a casual reader will not find it tiresome, though he may find it thick.

11. The accompanying letter* spontaneously addressed to me by Mr. Over-

*Dated 20th March 1870.

bury, the gentleman who has undertaken the manual for the Salem District, may interest the Members of Government. It illustrates the spirit in which the Members of the Civil Service have entered upon the performance of an arduous duty.

No. 145.—MAY 6, 1870.

On the Tombs of Tippoo Sultan's Family at Vellore.

On the occasion of my visit last summer to Vellore my attention was drawn to the group of Mussulman tombs in the neighbourhood of the town in which the widows of Hyder Ali and Tippoo Sultan are interred, with many of their relatives and dependants lying around them.

2. At that time one of the nicka wives of Tippoo Sultan still survived. She has died since, and the last cotemporary member of the family of the last Mahomedan sovereign of Mysore has disappeared. The house of Hyder is still represented at Madras in the female line by the Hon. Mir Humayun Jah, and perhaps by other persons independent of Government, but those who had a direct claim on the generosity of the State in their own persons are extinguished.

3. The Government may, however, in my opinion, still recognize a duty towards their place of sepulture. The burying-ground to which I refer occupies a romantic site beneath the rocks of Vellore. The ground was granted by the English Government. It is covered with fine trees—tamarinds and palms. There is a well of noble proportions with a good supply of water. The tombs are built in a mixed Indo-Saracenic style, not without beauty, but of perishable materials. The whole scene is interesting and picturesque. The place could not be permitted to fall into neglect and ruin without some disgrace to Government in the eyes of the Mussulman people, and without regret on the part of those who have a due respect for misfortune and for the dead.

4. Mr. Comyn has drawn up, at my request, the accompanying report on the tombs and on the funds which are available for their maintenance and for the performance of religious rites.

5. The only permanent endowment consists of the area of land granted by Government, of which nine cawnies are let out to cultivators for an annual rent of Rupees 230. This money is applied both for maintenance and ceremonies, but in what proportions is not stated. In addition to this there is a personal allowance of Rupees 100 per mensem to Buddoodeen Khan, a relative of Batcha Begum, the shadi widow of Tippoo Sultan, for the maintenance of the tomb of that lady as well as for the recitation of prayers and various other personal allowances to surviving dependants of the family in the fort for ceremonial purposes, not for maintenance. These allowances are all liable to cease at the death of the present holders. They are, indeed, rather to be regarded as personal pensions, with certain duties attached to them, than as funds provided for the permanent support of the tombs.

6. There is no permanent endowment except the land, and that is manifestly insufficient. I think that Government should institute, according to native usage, a revenue in some degree commensurate for this object.

7. Mr. Comyn suggests that a sum not exceeding Rupees 1,000 should be at once applied to the restoration of certain subordinate buildings which are already decayed, and that an appropriation of Rupees 500 per annum should be made for maintenance and ceremonies in connexion with all the tombs with the exception of that of Batcha Begum, the widow of Tippoo Sultan, which is provided for, at present, by the allowance to Buddoodeen Khan.

8. I would propose the following arrangement:—The Government should institute a landed endowment of a clear value of Rupees 1,000 per annum by the addition of as much land to the present area as will produce a rent to the establishment of Rupees 770. This endowment should be applied in the first place to the maintenance and repair of the garden and the tombs, and in the second place to the performance of religious rites. With a view to carry out the objects of Government a Mussulman gentleman should be appointed to the office of guardian of the burying-ground with an allowance of Rupees 240 per annum. His duty would be to see that the garden is kept in order; that the tombs are repaired; and that the sanctioned ceremonies are punctually performed. He should present his accounts annually to the Collector of the district, who would have the power of removing him from his office and giving it to another. The sum of Rupees 770 regularly spent in repairing the plaster-work of the buildings would, I think, be more than sufficient to keep them from decay. Something would be left over for the maintenance of prayers. As the pension now paid to Buddoodeen Khan and others lapsed, no doubt fewer prayers would be recited, but the first duty of Government is the preservation of the buildings. It appears natural that, in the course of years, the religious ceremonies should become less incessant, and Government would probably not be inclined to make a considerable alienation of public revenue for a purpose of that nature. Eventually the permanent endowment of the tombs would be restricted to Rupees 1,000 per annum. In the meantime I would not disturb the allowances to Buddoodeen Khan and the aged inhabitants of the Mahal, but the Collector should be instructed to see that Buddoodeen Khan fulfils his duty in maintaining the fabric of Batcha Begum's tomb, as well as the prescribed ceremonies. I

would also direct the Collector in the Revenue Department to carry out the works recommended by Mr. Comyn, not spending more than Rupees 1,000 without the renewed authority of Government. I have only to add that I caused Prince Gholam Mohammad, the last surviving son of Tippoo Sultan, to be asked, through a private channel, whether he was disposed to make some provision for the maintenance of the Vellore tombs, His Highness having, I believe, bestowed money at Mysore for a similar purpose, and being well-known for his charitable works at Calcutta. I was informed, however, that Prince Gholam Mohammad was not inclined to recognize this duty, which he considered to devolve naturally on the Government of Madras.

No. 146.—MAY 8, 1870.

On the Reductions in the Ecclesiastical Establishment of Madras suggested by the Government of India.

The reductions suggested in the Ecclesiastical Establishment of Madras by the Government of India have reference—

- (1.) To the Presidency town.
- (2.) To the personal establishment of the Right Reverend the Bishop.
- (3.) To the up-country stations where there are European troops.
- (4.) To the up-country stations where there are no European troops.

2. It appears to me that the number of Government Chaplains at the Presidency might be reduced in the following manner:—There are at present two chaplains attached to the Cathedral—the Venerable the Archdeacon and a Joint Chaplain. The whole duty of the Cathedral could scarcely be performed by the Archdeacon in addition to his archidiaconal work, for the services of the church are numerous; the parochial duty, the school duty, and the general duty in connexion with the religious and charitable societies and institutions are onerous, and there is the obligation of occasional visits to Chingleput.

There ought to be two clergymen available in connexion with the Cathedral. It appears to me, however, that they need not both be Government Chaplains. I would make the Archdeacon *ex-officio* Chaplain of the Cathedral, and give a grant-in-aid of Rupees 300 per mensem towards the payment of one or more auxiliary clergymen to be nominated by the Government on the recommendation of the Bishop and Lay Trustees.

Preserving the Government Chaplains at the Fort and in North Black Town, the parent church of the town and the poorest, I would dispense with the Government clergymen in South Black Town and Vepery, allowing in each of these districts Rupees 300 as a grant-in-aid to the congregations for the payment of one or more clergymen in each, the Ministers to be nominated by Government in the manner above stated.

I entertain a strong impression that under a system of this nature the town could even then be provided with clergy quite as able and zealous as the present chaplains, but more permanent, with more local knowledge, and more acceptable to the East Indian congregations. If the system succeeded in Vepery and South Black Town, it might afterwards be extended to North Black Town and elsewhere.

There would thus be a reduction of three Government Chaplains at the Presidency Town. In connexion with these reductions I consider, however, that it would only be equitable to make a monthly grant-in-aid of Rupees 300 to the Roman Catholic Clergy.

3. It would not be consistent with the ecclesiastical and social position in which the Right Reverend the Bishop has been placed by the Secretary of State, nor with the respect which he commands in the eyes of the Native Christian community, that he should be deprived of his Domestic Chaplain. But here again I do not see that it is necessary that the Chaplain of the Bishop should be a Government Chaplain. I would give the Right Reverend the Bishop a sum of Rupees 300 per mensem for this purpose, and leave the selection of the chaplain absolutely to His Lordship.

4. At Bangalore there are three Government Chaplains. Two would be sufficient for the troops and the military establishments in addition to the Presbyterian Minister. I would not make any auxiliary grant to the Church of St. John's. If such be necessary in the interest of the mixed civil population, the duty appears to me to be rather incumbent on the Government of Mysore than on the Government of Madras.

5. The other stations at which British troops are stationed are St. Thomas' Mount, Trichinopoly, Wellington, Cannanore, Calicut, Bellary, Secunderabad, and Trimulgherry. In these stations I would make no change for the present. Each has but one chaplain, and in every case, except Wellington, there are out-stations and accessory duties.

6. The up-country stations supplied with Government Chaplains at which there are no European troops, but at several of which there are Native Regiments with English officers, are:—

Poonamallee.
Vellore.
Cuddalore.
Trevandrum.
Ootacamund.
Coonoor.
Mercara.
Mysore.
Kurnool.

Bolarum and Chudderghaut.
Aurangabad.
Berar.
Waltair.
Vizianagram.
Berhampore.
Rajahmundry.
Masulipatam.
Tranquebar.

The Government of India appears to contemplate the abolition of Government Chaplains in all stations of this character. I think that this would be far too sweeping a resolution, for some of these stations are incapable of supporting a clergyman even with the aid of a Government grant, and it may be doubted whether clergymen of a fitting character at present could be found willing to go to them on such terms as the voluntary or semi-voluntary system could offer. The change ought to be introduced gradually and cautiously. I would suggest the following stations as those at which the grant-in-aid system might most properly be tried in the first instance.

Trevandrum.—The Resident, the officers of the Nair Brigade, the medical officers attached to the Residency and the Court, and a few miscellaneous English residents should, I think, be capable of raising subscriptions, which, added to a grant-in-aid of Rupees 200 per mensem, would secure the performance of the services of the church.

Ootacamund.—Here there is one Government Chaplain with the usual emoluments, while Rupees 100 a month are allowed to another clergyman in charge of the European Jail. The aggregate charge is thus Rupees 600 per mensem, supposing the chaplain to be in the junior grade; Rupees 900 if he is in the senior. There are two churches, one of which remains without any regular incumbent and with little prospect of being filled. I would withdraw the chaplain, and make a grant of Rupees 600, with which, added to local subscriptions, I trust that two clergymen might be provided. An additional grant of Rupees 100 monthly should be made to the Roman Catholic Priest at the station, who has a congregation, as he says, of 2,000 souls, Europeans, East Indians, and Natives, and does jail duty besides, receiving at present no aid from the State. In this way the wants of the station would be better supplied than they are at present, and at no greater charge to Government.

Mercara is the centre of a considerable European planting community, and is associated with Mangalore, where there is a complete civil station and a Native Regiment. A grant-in-aid of Rupees 200 might suffice with local subscriptions.

Waltair is the head-quarters of a military command, of a Collector, and a Judge. It might be supplied on the grant-in-aid principle.

Rajahmundry is associated with Cocanada, a place of considerable wealth and trade. The two stations united contain the elements of a partially self-supporting church. I would give a grant-in-aid of Rupees 200.

Masulipatam is poor, but it is accessible, and a missionary station of the Church Missionary Society. With a grant-in-aid of Rupees 200 I imagine that arrangements ought to be made for the celebration of Divine Service there and at the subordinate stations.

Tranquebar is much in the same position as Masulipatam. It is an ancient seat of missionary enterprise, and with a grant-in-aid and some local resources should be able to provide for its spiritual wants.

The stations without European troops at which Government Chaplains would be retained would be as follows :—

Poonamallee with Trippasore on account of the numerous poor class of European pensioners.

Vellore.—For the same reason.

Cuddalore.—On account of the restricted number of the European community capable of paying, and the presence of a large body of pensioners.

Coonoor.—In consideration of the earnest representation of the Right Reverend the Bishop, who deems it of great importance that the hill stations should be reserved, with a view to the health and relaxation of the clergy. By my plan Ootacamund would be abolished, but two stations, Coonoor and Wellington, would be retained, otherwise Coonoor might possibly be defrayed with a grant-in-aid.

Mysore is poor and remote.

Kurnool is poor and uninviting.

Bolarum and *Chudderghaut* are almost in the category of military chaplaincies.

Aurungabad and *Berar*.—Distant and disagreeable stations in the Hyderabad territory; I believe without European communities likely to contribute much to the support of chaplains.

Vizianagram in a similar position, depending almost entirely on the officers of a Native Regiment.

Berhampore, with Chetterpore and a number of subordinate places, form a station out of the way, in some parts unhealthy, with laborious and complicated duties; among others, the care of an East Indian Orphanage and a Native Famine Orphanage. It ought not, I think, at present to be thrown upon a grant-in-aid.

7. Although the plan which I have here sketched does not in some respects go so far as the Government of India appears to desire, it contemplates the retrenchment of twelve Government chaplaincies, with a considerable saving to the State, a saving which, however, could only be realized very gradually, and which would be in part absorbed by increased allowances in stations where the grant-in-aid system is already in force.

8. The Government of India has suggested that the extra allowance made to the Chaplain at St. Thomas' Mount for the duty performed at Palaveram should be retrenched. The duty at the Mount with Palaveram involves the celebration of three services on Sunday and a great deal of extra labor in visiting and going to and fro. I would not retrench all additional emoluments, but I think that, in the case of the next incumbent, it might be reduced to Rupees 100 a month. I hesitate between this and giving a grant-in-aid for an auxiliary clergyman of Rupees 200 per mensem, for the duty of St. Thomas' Mount alone is a heavy charge.

9. Turning to the Presbyterian Establishment, I cannot but entirely agree with the Supreme Government in considering that the number is excessive. There are four chaplains on the list, two of whom are supposed to be in residence at Madras. I would suppress the senior chaplain on the retirement of the present incumbent, retaining three chaplains on equal salaries. They would be nominated to Madras, Bangalore, and Secunderabad, except in the case of a Scotch Regiment being posted at some other military station, when one of the chaplains would be transferred to that station. In the case of the absence of one of the chaplains on furlough, his place, if necessary, might be supplied by an arrangement with one of the Scotch Missions of the Established Church. The reduction would effect a clear saving of Rupees 9,600 per annum.

10. In addition to these sources of economy, I think that the Government might properly withdraw from all churches not used by English military congregations all allowances at present made for lighting, for the support of the choir, the organist, and other similar objects. These are expenses which might properly be borne by the congregation.

In conclusion, I feel that I ought to express my regret that I have not been able to concur in the sentiments expressed on this subject by the Right Reverend the Bishop, who, in the letter accompanying these papers, does not contemplate, as I understand His Lordship, the extension of the co-operation of grant-in-aid system by any reduction of the number of Government Chaplains in this Diocese. In my humble judgment, and with due deference to the Bishop in speaking on a subject of this nature, I think that the introduction of that system on a larger scale might be the means of exciting more zeal for religion both in the clergy and laity, and might encourage some of the best of the European and East Indian youths in the Presidency to dedicate themselves to the ministry. We have already seen ministers brought up in India capable of affording edification to

No. 148.—MAY 28, 1870.

On the Nomination of Mr. Loch to the Appointment of Deputy Collector of Sea Customs.

In transmitting Mr. Blake's memorial to the Secretary of State, I think it right that I should add some words of explanation in regard to the position and claims of the memorialist, and the motives which induced me to propose the nomination of Mr. Loch to the appointment of Deputy Collector of Sea Customs.

2. Mr. Blake was invited to come to the Madras Custom House on account of his supposed technical experience and ability as an appraiser of goods. He has only served seven years in India, and only three in the Madras Presidency. His natural course of promotion will be to the office of Appraiser, and should he attain that post at the retirement of the present incumbent, Mr. Shaw, I consider that he will have no just cause for complaint. I have never considered, nor do I now think, after reading his memorial, that Mr. Blake will have any claim to be made Deputy Collector of Sea Customs at any time in virtue of his employment as Deputy Appraiser and Appraiser. He might, of course, be promoted on general grounds of merit and service to the post of Deputy Collector, but not in virtue of seniority or of position in the department, the duties of Deputy Collector being entirely different from those of Appraiser, and requiring, in my opinion, a different position and a different kind of capacity. If Mr. Loch had not been appointed to the post of Deputy Collector, Mr. Shaw would in all probability not have been appointed; certainly I could never have thought of proposing Mr. Blake. Mr. Shaw was rewarded for his meritorious service by being permitted to retain his office for three years beyond the usual period. Mr. Blake had no claim whatever from previous service, from previous occupations, or from proved fitness in any way for the appointment of Deputy Collector.

3. It was entirely open to Government to name any one whom they deemed most competent to the office of Deputy Collector of Sea Customs, and in proposing the appointment of Mr. Loch, I acted under a conscientious conviction that he was the best man for the employment. He is a gentleman who has had a long experience of commercial business as Agent for the P. and O. Company at Madras; and, as a partner in one of the leading firms in the place, he is intimately acquainted with all the interests of Madras trade and all the persons concerned in it; he has a conciliatory and popular character. His nomination has been acceptable to the mercantile community, and will, no doubt, be useful to Government. It was particularly desirable at the present time that a gentleman with the qualifications of Mr. Loch and of his position should be placed in the office of Deputy Collector, for the Collector will shortly be invested with new and more extensive duties as Collector of Income Tax, Abkari, and Land Revenue in the Municipality, making him, in fact, Collector of Madras city, and leaving him less time for the performance of his specific duties as Collector of Sea Customs. Practically the Deputy Collector will be hereafter, in a great measure, the representative of Government in its relations with the mercantile body.

4. It is true that I was happy to be able to offer the appointment in question to Mr. Loch in connexion with his position at the time. Owing to misunderstandings with his partners, he had been obliged to leave the firm with which he was connected, and I have no doubt that employment in the public

service was very welcome to him. But this was a coincidence. The fact that he was in necessity did not impair his ability for the public service. It merely afforded me an opportunity of recognizing it.

5. I think it right to add that the nomination of Mr. Loch was not in contradiction of any existing regulations of Government, as has been alleged by writers in the public press. The Government of Madras have recently framed and published certain rules respecting the nomination of Deputy Collectors and Magistrates in the Revenue Department, prescribing that none shall be eligible to those appointments without having passed certain examinations and served Government for a certain number of years. But those rules had no reference to the Deputy Collectorate of Sea Customs, an office entirely by itself, which existed long before the others were created, and which has nothing in common with them except the name.

No. 149.—MAY 31, 1870.

On Reduction of Expenditure in the Ordnance Department.

I cannot think that any material reduction of the manufacturing and storage establishments at Madras and Secunderabad in the Military Department can be advocated with any reason or prudence. Nothing could be more unwise, in my opinion, than to concentrate all the means of fitting out and replenishing an army for the field at any single point in India, depending upon the preservation of extended and fragile lines of communication to carry materials of defence or attack to remote points of our territory. We ought to have at several points in our dominions tent, clothing, gun-carriage, gun-powder, bullet, and cartridge factories with proper defences, and the means of storing and guarding all these materials of army equipment at well-selected strategic positions throughout the country.

Whether Madras and its environs are really a good situation for such establishments may be open to discussion. I think myself that the only recommendations of Madras at present for this purpose are cheapness, accessibility, convenience for importation and exportation in time of peace. Madras is exposed and defenceless in time of war. But this question can be debated hereafter in connexion with the project of fortifying Madras seawards by a breakwater. Madras is at present the Grand Arsenal of the South of India. The establishments exist here, they ought to exist somewhere, and they cannot be transferred elsewhere without a long period of labor and expenditure.

Secunderabad should be maintained as a complement and an alternative to Madras. It is the Arsenal of the Deccan. It should be as far as possible complete and self-supporting. It should be able to come to the relief of the south in case of embarrassment or misfortune here.

Nor would I, in any respect, reduce the magazines at Bangalore or Rangoon. I do not express any opinion respecting Nagpore, which, though garrisoned by Madras troops, belongs to a different circle of action and defence.

Bangalore is the centre for which the south and west would be supplied in case of a rupture of the south-west line near Madras. It might indeed eventually take the place of Madras as the chief arsenal of the south of India. It is safe from foreign attack, it could easily be made defensible, it lies in a quiet country

broken more and more every day to English dominion. Since Trichinopoly has been, with very questionable prudence, dismantled, it is the resting point of English power in the south of India.

At Rangoon it stands to reason that nothing can be reduced.

With reference to the depôts, I consider, with deference to the opinions of the Inspector-General and His Excellency the Commander-in-Chief, that a rather larger reduction might be made than they contemplate. I would not alter anything at Bellary. Bellary ought rather to be fortified than weakened. It has excellent defensible works, happily uninjured, with a citadel behind of impregnable strength. It lies on a line of railway and on the frontier of Hyderabad. It ought, in my humble judgment, to remain a first-class depôt. We may lament that Trichinopoly has not been preserved in the same condition as Bellary.

Cannanore has been allowed to go to ruin. The fort is half dismantled. It is close to the sea and practically defenceless. Nevertheless I do not think that the depôt should be abolished. We ought to keep it and improve its defences hereafter. Cannanore is a permanent station for British troops. It would scarcely be permitted to depend entirely upon Bangalore and Madras for supplies with such prolonged and destructible lines of communication.

I hold that Trichinopoly and Vizagapatam should be given up at once altogether. Trichinopoly ought, in my humble judgment, to have been kept as a fortified place of the first order, as a place of strength in which British power might, in case of the loss of the sea and of the sea-board cities on either coasts, have taken refuge and maintained itself for a time. But, under the influence of pacific ideas, the ramparts have been broken down, the ditches have been filled up, the Trichinopoly of Lawrence and Clive has been obliterated, its importance has been transferred to Bangalore, and it is better now to complete the ruin that we have carried so far. Trichinopoly should be made a mere out-post of Madras and Bangalore. It should be reduced to a small military station with Regimental Magazines. It is better to have no depôt than a depôt without defence. The same arguments apply with greater force to Vizagapatam. There we have no Fort whatever, no guns, and no English troops. To have a depôt of military stores without defences and in charge of Native troops alone violates the first principles of military policy. The regiments themselves will perhaps be withdrawn hereafter. Whether it is wise to leave the whole coast between Calcutta and Madras without a single defensive work, a single gun, or a single British soldier is a question for the Supreme Government to consider and decide, but as we are in that position we should expose ourselves to as little damage and disgrace as possible.

In regard to Tonghoo and Thayetmyo, I do not feel myself competent to give an opinion. It seems probable that they might be reduced to depôts of the smallest dimensions, but, if they can be furnished with any defensive works, it does not seem expedient to abolish them altogether. Proposals for the fortification of these posts are separately submitted to the Government of India.

In a word, I would give up the depôts at Trichinopoly and Vizagapatam and preserve all the rest on the present or on an improved footing.

On the general question of Railway Extension in Southern India.

The Government of Madras, in the month of September 1868, recommended to the Government of India the following scheme of railway extension in this Presidency:—

(1.) A broad gauge line from Caroor to Tinnevely, by Dindigul and Madura, with a branch from Kytar to Tuticorin, to be executed by the Great Southern of India Railway Company.

(2.) A broad gauge line from Bellary to Dharwar, to be executed by the Madras Railway Company.

(3.) A narrow gauge railway from Conjeveram to Cuddalore, to be executed by the Indian Tramway Company, with a branch to Pondicherry.

(4.) Four short branch lines from the South-West Line of the Madras Railway Company to the towns of Arcot, Vellore, Salem, and Palghaut, to be executed by the Madras Railway Company.

(5.) A broad gauge line from Beypore to Cannanore by Calicut and Telli-cherry, to be executed by the Madras Railway Company.

In addition to these five lines three others were contemplated, namely:—

(1.) A broad gauge line from Pothanoor, on the South-West Line by Coimbatore, to Kullar at the foot of the Neilgherry Mountains, to be executed by the Madras Railway Company. This line was treated separately by the Government of India, and recommended for special sanction to the Secretary of State.

(2.) A branch line from the Needamungalum Station, on the Great Southern of India Railway, to Combaconum, to be executed by that Railway Company. The project was reserved for further local inquiry, the Government being in doubt whether it should be executed on the broad gauge or narrow gauge system.

(3.) A broad gauge line from Puttamby, on the South-West Line of the Madras Railway Company, to Cochin. The decision of Government respecting this line was deferred until better information could be procured respecting the permanency and value of the port of Cochin as a railway ocean-terminus.

2. The views of the Government of India and of the Secretary of State on the proposals of the Madras Government may be gathered from a note by the Under Secretary to the Government of India in the Department of Public Works, under date of December 30th, 1868, from a despatch from the Government of India to the Secretary of State, marked No. 25, of March 11th, 1869, and from a despatch from the Secretary of State to the Government of India, dated July 15th, 1869, No. 42.

(1.) The line in extension of the Great Southern of India Railway to Tinnevely and Tuticorin is approved, and is awarded for execution to that Railway Company, but the point of departure from the existing line is referred for re-consideration, with a view to the eventual construction of an East Coast Trunk Line extending from Calcutta to Madras and from Madras southwards to the extremity of the peninsula. This Great East Coast Line, regarded as desirable or inevitable by the Government of India, does not, however, meet with the same degree of countenance at the India Office, and is postponed to an indefinite future.

(2.) The line from Bellary to Dharwar is recognized as desirable; but in respect to this line, as well as to its extension to the coast at Carwar, the

Government of India deliberate both as to the gauge on which they should be constructed and as to the agency by which they should be executed. The alternative concerning agency is between the Madras Railway Company and the State, at least with regard to the section from Bellary to Dharwar. The character of this line is discussed by the Government of India in connexion with a projected West Coast Line from Bombay to the extreme south of India; but this West Coast Line is rather discountenanced by the Secretary of State.

(3.) The extension of the narrow gauge line from Conjeveram to Cuddalore with a branch to Pondicherry meets neither with the approval of the Government of India nor with that of the Secretary of State. The Government of India recognize a legitimate claim on the part of the French Government to railway communication of the nature best suited to serve the interests of Pondicherry. The same view has been embraced by the Secretary of State, who has dealt with the question separately and independently by sanctioning an arrangement under which the Tramway Company is transformed into the "Carnatic Railway Company," and undertakes the construction of a broad gauge railway from Arconum to Cuddalore, with a branch to Pondicherry as a separate work supported by the guarantee of the Government of India and by a pecuniary subsidy from France.

(4.) The four short branches on the South-West Line of the Madras Railway Company are sanctioned.

(5.) The extension of the South-West Line of the Madras Railway by that company to Calicut is affirmed, but the further extension of the line northwards to Cannanore ought, in the opinion of the Government of India, to be dealt with in connexion with the contemplated Great West Coast Line, which, it is stated, ought to be carefully reserved for the agency of the State.

It has been already stated that the proposed line from Pothanoor to the foot of the Neilgherries is accepted on all hands.

The connexion of Combaconum with the Great Southern of India Railway is sanctioned, by implication in principle, by the Government of India, as it would form a necessary part of the southern section of the contemplated East Coast Line.

The line from Puttamby to Cochin is approved as part of the West Coast Line desired by the Supreme Government, while it is not rejected by the Secretary of State as an independent project.

3. It may be stated, in general terms, that all the plans of railway extension recommended by this Government are approved in principle, but that considerable hesitation and divergency of opinion exist as to the scale and the agency of construction, while the Supreme Government appears inclined to give a greater development to a general scheme of railway communication on the coasts of the Presidency than the Secretary of State is disposed to adopt, at least at present.

4. The communications from the Government of India having been imparted to the Consulting Engineer for Railways, that officer submitted, in the months of August and September last, an altered and expanded system of railway extension in the Presidency, framed in harmony with the views and principles enunciated by the Supreme Government. The scheme propounded by Major Shaw-Stewart comprises the following particulars:—

(1.) A railway group connecting Madras directly with the southern districts, and those districts with the South-West Line of the Madras Company and the Western Coast. The main line would run from Madras to Arambooly in the extreme south of the Tinnevely District near Cape Comorin, traversing Chingleput, Cuddalore, Chellumbrum, Combaconum, Tanjore, and Tinnevely, with four branches—one from Chingleput to Arconum, one from a convenient point on the line to Pondicherry, a third from Madura to Coimbatore on the South-West Line passing through Dindigul, and a fourth from Tinnevely to Tuticorin—the whole group to be on the Indian broad gauge of 5 feet 6 inches, to be executed either by the State or by the Great Southern of India Railway Company, but by preference by the State. This group would supersede the former proposals of the Madras Government to extend the present narrow gauge line from Arconum to Conjeveram as far as Cuddalore, with a branch to Pondicherry, leaving it in the hands of the Indian Tramway Company, and to carry the Great Southern of India Railway from Caroor to Tinnevely, with a branch from Kytar to Tuticorin.

(2.) A western railway group, comprising a line from Bellary to Carwar on the Western Coast, passing through Hooblee and Dharwar, and a coast line running southwards by Mangalore, Cannanore, Tellicherry, Calicut, Beypore, Puttamby, Cochin, Quilon, and Trevandrum, and terminating at Arambooly, the last southern station of the Great East Coast Line, thus joining the ends of the railway girdle which the Supreme Government desire to cast round the whole peninsula. Major Shaw-Stewart would construct the section of this group to the north of the South-Western Line of the Madras Railway Company, that is, all to the north of Puttamby on the narrow 3 feet 6 inches gauge, and all to the south of Puttamby on the broad gauge. The whole group ought, in his opinion, to be executed by the agency of the State.

(3.) A northern railway group comprising the Madras section of the Great West Coast Line and two branches. The main line would start from Triputtly Station on the North-West Line of the Madras Railway Company, and proceed by Nellore, Ongole, Guntur, Beswarra, Ellore, Rajahmundry, Samulcottah, Vizagapatam, Bimlipatam, Chicacole, and Ganjam, to the Bengal frontier. The first branch eastward to the interior would connect Beswarra, the head of the Kistna irrigation system, with the Hyderabad frontier, and terminate at the capital of the Nizam; the other would run from Samulcottah to Cocanada, the *débouché* of the Godavery Delta. The whole would be done by Government on the narrow gauge.

(4.) Major Shaw-Stewart also proposes that the line already sanctioned from Pothanoor to Kullar at the foot of the Neilgherry Hills should be carried up the steep Coonoor defile to the crest of the plateau, and be run into Ootacamund. The work would be undertaken by Government on Fell's system.

5. The project of southern railway extension by the Eastern Coast, submitted by Major Shaw-Stewart, has been already practically modified in two respects: (1) by the independent action of the Secretary of State; (2) by a resolution of the Madras Council in their recent discussion on this question.

6. The Secretary of State, acting in correspondence with the French Government, sanctioned, in the month of September last, an arrangement by which the "Carnatic Company" have undertaken the construction of a broad gauge line from Arconum to Cuddalore with a branch to Pondicherry, the

Government of France guaranteeing, on account of the latter, a subsidy of £8,000 a year for twenty years. The question of railway communication through South Arcot has thus been decided under influences over which this Government could exercise little control.

This Government desired to make the line one of a local restricted character—a narrow gauge of cheap construction in continuation of the present tramway running from Arconum to Conjeveram. It would have been extended to Cuddalore. The French Government, as they have now done, would have arranged with the company for a branch to Pondicherry. The primary object was to benefit our own territory, but the French would have profited incidentally by the passage of the line within twelve miles from their port, while the English would have incidentally gained by the Pondicherry traffic thrown upon the new line as well as upon the South-West and North-West Lines of the Madras Railway Company.

It must be allowed, however, that this prudent project might naturally be unacceptable to the Government of Pondicherry and the Government of France. The policy of the French was to obtain a broad gauge line uniting their port and territory to the Madras Railway at Arconum, so that the northern cotton might come down from Bellary and be transmitted to Pondicherry without breaking bulk, in the interest of the mills and export trade of the place.

The Government of France were prepared to make a considerable pecuniary sacrifice to attain this advantage, which, it is hoped, may arrest the decay of an historical, though unimportant, dependency.

The English Government could not resist French representations without incurring the reproach of illiberality and jealousy. In this way we have seen the substitution of the Carnatic Company for the Tramway Company, and of the broad for the narrow gauge.

The same considerations have governed the direction of the line which determined the question of scale.

The broad gauge having been adopted for the South Arcot Line, this Government would probably prefer to abandon the Arconum and Conjeveram line altogether, and adopt the project recommended by Major Shaw-Stewart of a line running straight from Madras to Chingleput and Cuddalore; but this would defeat the capital object of the French, which is to place their port in connexion with the interior without touching Madras.

The junction of the South Arcot Line with the Madras Line at some point to the west of Madras is an indispensable condition with them, and the concession is apparently one which the English Government could not in courtesy or generosity refuse. It must be admitted that the whole district of South Arcot benefits materially by a more direct access to the Central and Western Provinces provided by the junction at Arconum; nor does the opening of a direct communication between Pondicherry and the interior threaten the port of Madras with any serious rivalry, for Madras will still be considerably nearer the cotton-producing districts than Pondicherry. The merchants at Madras have more capital and stronger local connexion in the country than the French, and the two ports, or rather roadsteads, are equally inconvenient for shipping goods. But the construction of a broad gauge line southwards from Arconum opens new questions.

If the South Arcot Line had been made on the narrow gauge, it might have remained a local line with a terminus at Cuddalore, and the Government of Madras would probably have undertaken the extension of the southern canal now open to Sadras as far south as the Coleroon, so as to place the capital in direct water-communication with the delta of the Cauvery. That project must now probably be abandoned, for it would not be reasonable to run a State canal alongside a first-class guaranteed railway, or to break the through-traffic by transferring it from a first-class railway to a canal at Cuddalore, making a place so insignificant the permanent terminus of a line. The inevitable result of the concession to France is the adoption of two features, at least of the scheme recommended by the Consulting Engineer, which are both in harmony with the views of the Government of India:—

(1.) The Carnatic Railway must be continued from Cuddalore to the Cauvery Delta, and join the Great Southern of India Railway at Combaconum or Tanjore. A more fertile district would thus be opened up than the country to the north of Cuddalore; more local traffic would be attracted, and the capital would be placed in direct connexion with the populous, opulent, and food-supplying delta of the Cauvery. The line would naturally be undertaken by the Carnatic Railway Company. Whether Combaconum or Tanjore should be selected as the southern terminus of the line may be open to discussion. If Combaconum be chosen, then the line from that place to Tanjore would become a branch of the Great Southern of India Railway; but it appears to me that the Carnatic Company should be permitted to occupy the whole ground up to the main line of the Great Southern of India Railway Company. The section between Combaconum and Tanjore is likely to be extremely remunerative; it would counterbalance the poorer sections to the north; and, as this company has been created, the more scope and importance we can give to it the better, for a great enterprise can always be more cheaply and efficiently directed than a small one. Nor need the Great Southern of India Railway Company complain, if we regard the immense undertakings to the south which necessarily fall to their share.

(2.) The Carnatic Railway from Arconum to Cuddalore should be directed through Chingleput, and Chingleput should be eventually united by a direct line passing by St. Thomas' Mount to Madras. Unless this direct Madras branch is sanctioned, the local traffic of South Arcot with the capital will undoubtedly continue to run on the high roads, for it would never go round by Arconum while the through-traffic from Tanjore and the extreme south would either have to make a long and expensive detour on the railway, or be thrown off at some point or other upon the ordinary highway. It has been suggested to me by the Secretary for the Department of Public Works that this line, uniting Madras directly with the Carnatic Line in South Arcot, might be more advantageously joined to the Carnatic Line at Tindivanam, passing through Chingleput, in which case the Carnatic Line would pass to the westward of Chingleput, and that this line might be undertaken by the State on the narrow gauge. There would, no doubt, be the advantage of cheapness, but it seems to me, on the whole, that the other plan is preferable. As the Carnatic Railway Company has been created, and as its field of action is circumscribed, the Government will do well, I think, not to contract and embarrass its operations by introducing another gauge and another agency in the districts of Madras and South Arcot. It also appears desirable that the Carnatic Railway should pass through the best parts

of the country and touch the larger towns, and that the direct line joining it to the capital should be as short as possible.

The modification of Major Shaw-Stewart's plans, introduced by the independent action of the Secretary of State, is only one of agency as far as South Arcot and all the country to the north of the Coleroon are concerned.

Under the suggestions here submitted, the lines remain the same with reference to direction and with reference to gauge; they are merely undertaken by the Carnatic Company instead of by the Great Southern of India Company or by the State. To the south of the Great Southern of India Line, however, the recent decision of the Madras Government has not only affected the agency, but also the direction of the extension proposed by the Consulting Engineer.

Major Shaw-Stewart advises that the line should run direct south from Tanjore to Madura through the Poodoocottah State. The Government deprecate this course, which appears to sacrifice substantial interests to mere straightness. The proposed line would intersect one of the poorest regions in India—a region in which the Government have little direct concern.

It is too near the East Coast and too far from the better districts lying in the centre of the country. In lieu of this line from Tanjore to Madura by Poodoocottah, the Government, acting still in the spirit of the instructions of the Government of India which condemned Caroor, have selected Trichinopoly as the starting point of the southern extension, thus maintaining a sufficient directness in the through-communication from Madras to the extreme south of the Presidency without forsaking Government territory and the more favored portions of the country. Starting from Trichinopoly the line would proceed, as originally proposed, to Dindigul, Madura, and Tinnevely, throwing off a fork to Tuticorin at Kytar. Under this arrangement the important branch line proposed by the Consulting Engineer from Madura to Coimbatore by Dindigul would become a branch or connecting line from Dindigul to Coimbatore. It would open up a new and important country, and form the direct *débouché* for the produce of the south of the peninsula to the Western Coast.

It does not seem to me necessary at present to contemplate the extension of this line forty miles beyond Tinnevely to Arambooly in the sand waste to meet a line from the western side of the ghauts which the Government of Travancore will probably not be disposed to construct.

These extensions would be entrusted, as previously settled, to the Great Southern of India Railway Company, with the interests of which they are closely identified. There seems to be no doubt that the line can be made and worked by that company as cheaply as by the Government if maintained on the broad gauge, which all the authorities concur in advising.

7. I now proceed to consider the western group of railways contemplated by the Consulting Engineer. Major Shaw-Stewart has connected the question of the extension of the line from Bellary to Dharwar and Carwar on the Western Coast with the question of a Great West Coast Line from Bombay to Cape Comorin, advocated by the Government of India. The language of the Government of India certainly countenances this association; but the former project is one of special use and pressing necessity, while the latter appears to me to be problematic and, at best, a remote contingency.

It is manifestly desirable to carry the cotton and other heavy produce of the country above the ghauts by the shortest line to the best port, and Carwar may

be the proper ocean-terminus for such a line; but a line skirting the coast from town to town and from port to port seems to me to belong to a different category of communications, and I cannot affirm that it would be everywhere the method best adapted to the material wants and physical confirmation of the coast regions of the Presidency.

Such a project makes a fair show on the map, and forms a specious feature in a general frame of railway communications for the empire; but I venture to express my doubt as to its being conformable to local necessities or local conditions or to the interests of Imperial finance. I would ask the Government to consider the configuration of the country between Mangalore and Trevandrum and the communications now existing, and then determine whether there is in nature, in the interests of trade, or in the habits and wants of the population, any warrant for laying down at present the plan of a general riparian railway. From Mangalore to Cannanore the narrow band of level, or diversified land between the mountains and the sea, is intersected by a network of creeks, river-mouths, and water-courses, offering every impediment which can render railway works difficult and expensive, while the condition of the country is not such as to render it probable that they would be remunerative.

The local traffic is provided for in part by the use of coasting craft, which can keep the sea for nine months of the year, and which find shelter in the estuaries in which the coast abounds; in part it is carried on canals which are, however, not apparently susceptible of extension without disproportionate cost; in part on high roads which can be improved from Imperial and local sources. The military station at Mangalore does not seem to justify any expenditure of State funds on the grounds of public policy. It comprises a single Native Infantry Regiment which might properly be withdrawn. From Cannanore to Tellicherry and Calicut the cultivated country expands to a greater width, and forms one of the most populous and thriving districts of India.

Cannanore is the British garrison of the Western Coast; though favorable to internal water-communication in parts, and furnished with canals of native and European construction, the configuration of the ground would scarcely admit of a complete system of water-way behind the coast.

The space between Cannanore and Calicut is a proper field for railway communication. The same may be said of the country between Calicut and Beypore, the present unsatisfactory terminus of the Madras Railway. To the south of Beypore it is agreed, on all hands, that the Madras Railway should be united with the port of Cochin, and that can be done by a branch line from Puttamby to the Cochin backwater. But from the Cochin backwater to Trevandrum, a distance of 150 miles, what pretext would there be for a railway parallel to the coast and parallel to the existing canals? What reason for the expenditure of £900,000, where a good, safe, cheap, and natural method of circulation exists already? I can see none.

The water-route is open the whole way, except at one spot which is being pierced, and the system of canals and backwaters might be made suitable for steam navigation by a very slight expenditure of the surplus revenue of the country now accumulated in Government paper. South of Trevandrum the coast becomes higher, and recourse might be had again to railway communication, if there was any commensurate object; but the country becomes gradually poorer.

towards the Cape : there is no port, no important town, and the land-traffic between Travancore and Tinnevely does not seem to me to require the maintenance of any means of communication superior to a good carriage-road. If the Government of Travancore choose, at some future period, to add railway communication to the channels which nature, aided by the simplest form of labor, has provided for the country, let them do so, but I could not inscribe such an extravagant undertaking on a map of English projects, or hold out the least hope of financial support for such a purpose.

It seems to me that we shall do well to take the general scheme, contemplated by the Government of India and Major Shaw-Stewart, to pieces, and deal with the different sections in an unambitious but practical manner.

8. All concur in considering the extension of the line from Bellary westward to be desirable. That it should be continued to Carwar there can be little doubt, but the benefits attached to the extension would not be suspended until the port on the Western Coast was reached; the produce of the country would meanwhile be evacuated towards the east and swell the traffic of the Madras North-West Line. I see no reason myself why the agency of the Madras Railway Company should not be adopted if the broad gauge was selected. The Company would probably make such a line cheaper, and work it cheaper than the Government.

But the Government of Madras do not stand alone in this matter. They cannot pronounce a decisive opinion. The question must be solved in connexion with the agency and the gauge sanctioned in the Bombay Presidency, which will have the larger share of the complete work. Under the opinions expressed by the Government of India, and those no doubt entertained at Bombay (and for valid reasons as far as that Presidency is concerned), the plan of State railways and cheap railways will carry the day. We shall be safe in saying that we are perfectly ready to accept the prolongation of the line westward from Bellary on the narrow gauge by the agency of the State. That solution would certainly have one advantage; that the capital account of the Madras Railway Company would be sooner closed. With the proposed line beyond the Bombay frontier we have no direct concern, nor with the section of the proposed coast line southwards, from Carwar to the frontier of South Canara. It is difficult for me to imagine what purpose such a line is intended to serve. If I am well advised in striking out of the coast railway the rest of the country to the north of Cannanore, and all the country to the south of Cochin, only two sections remain for practical consideration at present; the section from Cannanore to Beypore, and the section from Puttamby to the Cochin backwater; the former entirely in British territory, the latter entirely in the territories of the Rajahs of Cochin and Travancore.

9. The section of railway from Cannanore to Beypore falls naturally into two subordinate sections: that from Cannanore to Calicut, and that from Calicut to Beypore. Both were formerly awarded for execution by this Government to the Madras Railway Company; both are now awarded by the Consulting Engineer to the State, while the Government of India would apparently prefer to give the portion between Calicut and Beypore to the Madras Railway Company, reserving the portion between Cannanore and Calicut for Government.

The views of the Madras Government on this subject were embraced under

very different influences and circumstances than those which exist at present. At that time the project of State agency in the construction of railways had not been declared and enforced, the advantages of narrow gauge lines at a low cost, worked by a new description of traction power, were not so well understood, and the necessity of strict economy in the application of the resources of the State to public works, whether under the guarantee system or the loan system, was not so keenly felt. We can have little doubt now that it is desirable that the railway from Cannanore to Calicut should be undertaken by Government on the narrow gauge. The remaining section is certainly open to discussion; it might not unreasonably be given to the Madras Railway Company, which would thus obtain their definitive terminus at Calicut; but, on full consideration of all the circumstances, I hold that the State should undertake the whole line, and construct it on the narrow gauge from Cannanore up to the northern side of the Beypore backwater.

The terminus of the South-West Line of the Madras Railway Company would thus remain nominally at Beypore; the local traffic of the Malabar Coast line would begin at that place, and the backwater would remain unbridged until the State line was in full working and had proved its profitable character. In this way the State would construct and possess a complete local narrow gauge railway in a rich province, and not only a line of local utility, but a feeder to the main trunk line and a communication valuable to the State as affording access to the English garrison at Cannanore. It would be hazardous to affirm that, with all these advantages, it would pay $4\frac{1}{2}$ per cent. upon the outlay; but an important experiment would be made under favorable conditions with every regard to economy, a test would be applied which would afford a guide to subsequent operations, and a serious defect in the South-West Line would be substantially corrected. The extension of the South-West Line would be arrested, and the capital account of the Madras Railway Company would be closed—a result which the Government of India are desirous to attain in as many cases as possible.

10. The section of railway between Puttamby and Cochin would pass entirely through the territories of Cochin and Travancore. It might be constructed in such a manner as to be little onerous to these Native Governments, and yet highly beneficial to their respective countries and to the Madras Government. Both of the Native Governments have large accumulations of funded revenue. It could not be better expended than in a public work of this nature. Travancore possesses a reserve of £450,000, Cochin, one of £170,000. The cost of the line about 60 miles in length on the narrow gauge would not exceed £360,000 at the rate of £6,000 per mile, of which £60,000 might perhaps fall to the share of Travancore, and be paid for out of surplus. The Government of Cochin could afford to appropriate from its reserve the sum of £100,000. Only £200,000 would remain to be provided for by loan to the Government of Cochin, and this amount would be advanced by the Supreme Government at $4\frac{1}{2}$ per cent. The railway, passing as it does through an opulent country, could not fail to pay the interest on this £200,000 at once, but the Government of India would probably deem it becoming to undertake the liquidation of half the deficit on the interest of £200,000, should any deficit occur, in consideration of the benefit conferred on the Madras South-West Line.

In this way the line would, in all probability, be completed without costing

the Government of India one farthing, and the South-West Line would be virtually provided with another ocean-terminus and a valuable feeder. I do not doubt that the line could be satisfactorily managed by the Cochin Government.

11. In dealing with the northern group of railways contemplated by Major Shaw-Stewart, and which represents, with some judicious modifications, the Great East Coast Railway advocated by the Government of India, reflections arise similar to those which are suggested by the proposal of a Great West Coast Line. We may naturally ask whether railway communication alone responds and best responds to the physical character and material necessities of the country; whether it is of such manifest and pressing importance as to warrant the immediate sanction of any scheme of a speculative and prospective nature.

I propose to examine the question, first, in relation to local interests; secondly, in relation to the interests of Government.

12. The coast country between Madras and the northern frontier of Ganjam comprises the following well-defined physical and industrial sections:—

- (1.) The delta of the Pennair river in the District of Nellore.
- (2.) The delta of the Kistna river with the cotton-growing province of Guntur in the Kistna or Masulipatam District.
- (3.) The Great Delta of the Godavery river in the Godavery District.
- (4.) The diversified belt of land along the shores of the districts of Vizagapatam and Ganjam, extending from Toonce on the northern verge of the Godavery Delta to the Chilka Lake, itself in connexion with the delta of the Mahanuddy.

The first three sections are similar in character, though different in importance. Each is a district in which a larger area of fertile wet cultivation abuts in front upon the sea, and is backed by a comparatively arid and hilly region extending to the high plateaus of the interior. The wants of these great fields of food-production may be summed up under three heads:—

- (1.) A *débouché* on the sea for foreign trade.
- (2.) A communication with the interior for inland trade.
- (3.) Access to the great home market of Madras.

13. The Pennair Delta is the least developed of the three rice-fields, but the irrigation works already existing, or sanctioned for early execution, will give an eventual extension of 120,000 acres. It is the granary of Madras. The natural outlet for the produce of the delta would be the roadsteads of Kistnapatam or Escapillay, and it is possible that in future commercial establishments may be created there; but it seems more probable that Madras will continue to offer the most convenient point of discharge for the Pennair Delta, with which it can be connected by a salt-water low-level canal extending from the Presidency town to the Kistnapatam backwater. Of this canal only twelve miles remain to be excavated, though much of the older part requires to be deepened. With an expenditure of less than three lakhs, the food-stuffs of the Nellore District can be cheaply carried to Madras, where they will be alike available for the foreign market, the consumption of the capital, and the markets of the interior. The existing portion of the northern canal has always been regarded as a Local Fund work. The expenditure necessary to complete it might properly be defrayed from an Imperial loan secured on the local rates of the Madras and Nellore Districts, to which the profits of the canal would in that case be equitably appropriated.

The cost of this convenient access for Nellore to the capital would be £30,000. A railway from Tripputty on the North-West Line to Nellore, the route suggested by Major Shaw-Stewart, a distance of 70 miles, would, on the narrow gauge, reckoning £6,000 per mile, cost £420,000. The first would be remunerative directly, and could not possibly constitute the smallest charge on the Imperial revenue; the second would probably not pay more than two per cent. net, leaving a heavy permanent burden on the State. The canal is not only expedient but inevitable; it cannot stop where it stops now in the middle of the sand; it must be completed even if the railway is undertaken; the railway is artificial and superfluous; it is a work of supererogation.

It may be urged that the interests of the Nellore District, and especially of the Pennair Delta, are not exclusively identified with Madras, and that they have a claim to a more direct communication with the interior, such as would be afforded by the projected railway to Tripputty, or to some other point nearer Cuddapah on the North-West Line of the Madras Railway Company.

I do not think so; Nellore produces dry grains, rice, salt, and cattle. The districts of Cuddapah, Kurnool, and Bellary are not likely to import dry grains which they grow in abundance; the development of the Toombuddra irrigation will yield them a full supply of rice. Salt would be most conveniently moved by the canal, and working cattle do not require railway carriage.

It appears to me that the high roads and the canal afford commensurate methods of intercourse and transport for the district of Nellore. It is scarcely necessary for me to allude to the plan of a fresh water canal from Cuddapah to Nellore for navigation and irrigation in connexion with the higher works of the Madras Irrigation Company. No one now entertains the least hope that a fresh-water navigable canal could be kept open even for half the year below Cuddapah, while the difficulties of level are such as to render the project expensive and unremunerative as a means of communication.

14. The delta of the Kistna, with 180,000 acres of irrigated land at present and great room for expansion, has its outlet seawards by the inconvenient roadstead of Masulipatam, or the distant port of Cocanada. It is said that goods might be advantageously shipped at Nizampatam or Chinna Ganjam. No expenditure would improve Masulipatam, where vessels, on account of the shoal water, lie four or five miles from the shore unprotected. A union of the Kistna Delta with the Pennair Delta, and through the latter with Madras by a low-level salt-water canal, would cheapen the food-supply of the capital, prevent gluts of the staple produce in the delta, equalize the price of rice over a large area of the country, and perhaps render Madras itself in part the *débouché* of the Kistna District. The canal would start from Kistnapatam backwater in the Nellore District, and strike the fresh-water navigation of the Kistna Delta on its southern verge at the backwater of Nizampatam.

This canal would be about 120 miles in length; there are no engineering difficulties whatever; it might be constructed for £240,000. A railway from Guntur to Beswarra, the head of the Kistna irrigation system, would be 150 miles in length; it would cost, at a moderate estimate, £900,000, and it would be much less adapted for moving the masses of cotton and rice which are the capital products of the district. The canal would take all the present coasting trade to Madras, and probably part of the export trade, while the railway would do little more than carry the insignificant passenger-traffic. Supplied with a line of

coast communication by means of a low-level canal, the Kistna District would still require an improved method of traffic with the interior. For this purpose Major Shaw-Stewart proposes a line from Beswarra to Hyderabad, the eastern section of which from Beswarra to the frontier of the Nizam's territory would be about 60 miles in length, and would fall to the share of the State, while the western section, of about 80 miles, would be executed by the Government of the Nizam.

This line in a different form was proposed on a former occasion by Major Shaw-Stewart, and was negatived by the Government of Madras.

The Consulting Engineer contemplated a line from Masulipatam itself to Hyderabad, and there did not seem to be at that time any prospect of co-operation on the part of the Native Government. Presented on a shorter and cheaper scale, with the certainty of aid from Hyderabad, now brought under more enlightened influences, the line has undoubted claims on the Government of Madras. The passenger-traffic might remain insignificant, but the grain of the delta and the salt of the coast would be carried up in large quantities for the supply of the Deccan; the salt revenue of Madras would be benefited, and an alternative avenue of communication would be opened with the military station of Secunderabad; which has of late been almost abandoned. It cannot be affirmed that such a line would be at once directly remunerative, but it would undoubtedly become one of the main *débouchés* from the interior of India to the coast. Water-communication by the Kistna river is impossible. The bed of the stream is broken by prolonged rapids and shallows which render it impracticable. A portion of the valley, 60 or 70 miles in length, is unexplored and uninhabited. It is as unknown as if it lay in the depths of Central Africa.

15. The great irrigated delta of the Godavery, with 400,000 acres of wet cultivation, has its outlet to the sea by the port of Cocanada, its access to Central India by the Godavery, which will be soon rendered available for navigation and a communication with the Kistna District, and thus eventually with Madras, by the existing canals. To these channels of traffic the Consulting Engineer desires to add a railway from Beswarra to Samulcottah, 125 miles in length, with a branch line to Cocanada of 10 miles, making in all 135 miles, costing at a low computation £810,000.

I am at a loss to see any justification for this expenditure, or any prospect that it can become remunerative with the competition of the sea and the canals. The Government have laid out, and are annually laying out, considerable sums for the development of the united irrigation and navigation system of the delta; they will do well, in my humble judgment, to give the greatest possible extension and efficiency to these remunerative works before entering upon a new and speculative field of enterprise.

16. Under the system which I have briefly sketched out, the districts of Nellore, Kistna, and the Godavery would be provided with a cheap, natural, and useful method of intercourse with each other, with the seaboard, and with the capital, through the instrumentality of canals, and with the interior by railway and river communication.

It remains to be considered what can be done for the districts of Vizagapatam and Ganjam. In these districts in which the Zemindary system has a preponderating share, the Government does not possess an important revenue interest, though it must always have a deep concern in the general welfare of

every part of the country. I do not see any prospect, at present, of a remunerative expenditure of State funds on communications of a superior kind. The coast region is not adapted for a continuous canal. The interior, though rich in parts, is, for the most part, rather poor; there are no centres of productive industry, no harbours, no military stations with British troops, no reasons for unremunerative outlay, no grounds for believing that outlay could become profitable. The Government should rather devote itself, for some time to come, to the developments of local roads under the Local Funds Act, to the completion of the Great Northern Road, to the extension of irrigation works, especially in connexion with the Rooshkoolia river, and to some subordinate canal-works, such as the connexion of the Chilka Lake with Gopaulpore, leaving the design and execution of railways to an after-age.

The Consulting Engineer, obeying the impulse of the Government of India, proposes a railway from Samulcottah to Ganjam, a distance of 265 miles at a cost of £1,590,000.

17. It may be contended that, even if the local interests of the East Coast districts of this Presidency do not demand the introduction of the railway system, the construction of a coast line is rendered imperative for postal or military purposes; in fact, that such a line is indispensable as a direct communication on English territory between the Supreme Government and the Government of Madras. I do not attach much significance to these considerations. The direct postal communication between Madras and Calcutta can be conducted by Koolburga, Hyderabad, Nagpore, Jubbulpore, and Allahabad; and though even this line would involve a detour to Calcutta, it must not be forgotten that for half the year the Supreme Government is fixed at Simla, which is more accessible by a central route than by a coast one. In a military point of view, it seems to me rather desirable that the communication should be firmly fixed through the Hyderabad territory; Secunderabad is the British garrison of the Deccan; communications both from north and south must be kept open to that capital point, and the policy and interests of the Hyderabad Government should be indissolubly welded with the policy and interests of the British Government. In the event of a rupture of the direct line through the Nizam's territory, and the isolation of the English force, there is still the alternative of the Great Indian Peninsular Railway. On the East Coast there are no English garrisons, no fortified places, no vulnerable points. In time of peace supplies to Vizagapatam and Cuttack, if these stations are maintained, can be carried by sea; in time of war there would really be nothing to attack, and nothing to defend; nor are there any elements of internal disturbance or rebellion, except the local quarrels of some hill tribes, now almost extinguished.

18. The only feature in the project of the Consulting Engineer which remains to be noticed is the proposal for a light railway, on the Fell's principle, from Kullar at the foot of the Neilgherry Hills, to the summit of the plateau. On this point I have to remark that the Supreme Government have already made a considerable sacrifice of revenue in sanctioning the construction of a branch from Pothanoor to Kullar. We can scarcely hope that it will be remunerative for a length of time. By the construction of this line, however, the distance to be traversed by ordinary road to the nearest sanitarium will be reduced to 17 miles, and the road will be available for every description of carriage. Ootacamund will, indeed, be 27 miles from the railway station; but this is not an exorbitant

distance if we consider the convenience of the new ascent. There is no sufficient ground, in my opinion, for calling upon the State to accept any further financial obligation. There is little prospect, at present, of any material increase of European population or industry on the Neilgherries, and the present traffic is so insignificant that it could never yield any clear return whatever on any form of railway communication worked by steam engines. There has been a company set on foot to establish a railway up the ghaut on the self-acting or balance principle and this design may deserve every encouragement from Government, which does not involve a pecuniary guarantee; but I confess I am not sanguine respecting the success of the enterprise.

19. The scheme of railway extension, which I venture to recommend for submission to the Government of India at present, would, in conformity with the foregoing remarks, comprise the following lines:—

Lines.	Miles.	Cost per Mile.	Total.
<i>Carnatic Railway Company.</i>			
Arconum to Tanjore (203 miles)	184	10,000	1,840,000
Branch from Chingleput to Madras	36	9,000	342,000
	239		2,258,000
<i>Great Southern of India Railway Company.</i>			
Trichinopoly to Tinnevely	194	10,000	1,940,000
Branch from Kytar to Tuticorin	30	10,000	300,000
Branch from Dindigul to Coimbatore	100	10,000	1,000,000
	324		3,240,000
<i>Madras Railway Company.</i>			
Four short branches... ..	14	8,000	112,000
Branch from Pothanoor to Kullar	29	9,000	261,000
	43		373,000
<i>State Railways.</i>			
Beyppore to Cannanore	57	6,000	342,000
Puttamby to Cochin	60	6,000	360,000
Bellary to Bombay frontier	75	6,000	450,000
Beswarra to Hyderabad frontier	60	6,000	360,000
	252		1,512,000

In all 858 miles at a gross cost of £7,388,000, of which 606 miles on the broad gauge would be constructed by companies at a cost of £5,871,000, and 252 miles on the narrow gauge would be constructed at a cost of £1,512,000 by the State.

The amount of railway extension here contemplated might probably be carried out in the course of ten years in the under-mentioned order:—

In the quinquennial period from 1870 to 1875.

<i>CARNATIC COMPANY.</i>				Miles.	Expenditure.
					£.
Arconum to Cuddalore...	...	...	...	103	916,000

<i>GREAT SOUTHERN OF INDIA COMPANY.</i>				Miles.	Expenditure.
					£.
Trichinopoly to Tinnevely by Dindigul and Madura..	...	...	...	194	1,940,000
Branch from Kytar to Tuticorin	...	...	...	30	300,000
<i>MADRAS RAILWAY COMPANY.</i>					
Four short branches	...	...	...	14	112,000
Pothanoor to Kullar	...	...	...	29	261,000
<i>STATE.</i>					
Beyppore to Calicut	...	...	...	7	42,000
Puttamby to Cochin	...	...	...	60	360,000
				437	3,931,000

In the quinquennial period from 1875 to 1880.

<i>CARNATIC COMPANY.</i>				Miles.	Expenditure.
					£.
Cuddalore to Tanjore	...	...	...	100	1,000,000
Branch from Chingleput to Madras	...	...	...	36	342,000
<i>GREAT SOUTHERN OF INDIA RAILWAY.</i>					
Dindigul to Coimbatore	...	...	...	100	1,000,000
<i>STATE.</i>					
Calicut to Cannanore	...	...	...	50	300,000
Bellary to Bombay frontier	...	...	...	75	450,000
Beswarra to Hyderabad frontier	...	...	...	60	360,000
				421	3,452,000

Showing over the whole period of ten years an average annual execution of 85½ miles, and an annual average expenditure of £738,300.

20. In the estimates of cost submitted above I have not thought it right to set down any of the broad gauge lines at less than £10,000 per mile including rolling stock, except the branch line from Chingleput to Madras, the branch line from Pothanoor to Kullar, and the four short branches on the Madras South-Western Line, on all of which the charge for rolling stock will be insignificant. It is certainly possible that portions of these lines may be executed for £8,000 per mile, as anticipated by Major Shaw-Stewart, or even for less; but other portions may exceed £10,000, and we must not forget that, before the lapse of ten years over which the expenditure is to be spread, the price of labor and of some materials may be considerably enhanced. In estimating the narrow gauge State railways at £6,000 instead of £5,000, suggested by the Consulting Engineer, including rolling stock, I assent to the opinion of the Secretary for the Department of Public Works, not without some apprehension that the estimate may prove insufficient. The narrow gauge of 3 feet 6 inches is specified in conformity with the views of the Supreme Government and the Consulting Engineer; but I presume that a standard narrow gauge will be deliberately adopted by the Supreme Government after a careful study of the most recent models in Europe and America.

21. The sentiments embodied in this minute have not been expressed without some reluctance and hesitation, for I seem to decline the liberality of the Supreme Government which makes a larger offer of expenditure to Madras than I am disposed at once to accept. I believe, however, that the plan here submitted is most conformable to the real wants of the Presidency, to the interests of Imperial finance, and to sound policy in general. It may, indeed, be doubted

whether there is much practical utility in planning public works for so remote a future as that suggested by the Government of India. It does not seem probable that schemes laid out by any intelligence, however penetrating and comprehensive, can command the assent of posterity with any degree of certainty. Many circumstances might, in the interval, arise which would prompt the modification, the transposition, the acceleration, or the delay of projects which we now frame and measure out on the most convincing grounds. Political incidents in India or abroad, the vicissitudes of Imperial revenue, alterations in the foreign market affecting the demand for Indian produce, the discovery of minerals in this country, mechanical inventions touching the construction of railways, or the nature of traction power are only some of the causes which might shatter a scheme prescribed at present with the utmost sagacity for the welfare of India between the years 1895 and 1900, nor must the power of individual opinion be left out of consideration. Nowhere do men succeed each other so rapidly as in India; nowhere is the impress of personal will and judgment so quickly and deeply felt. Is it probable that the present Secretary to the Government of India, in the Department of Public Works would have submissively followed the injunctions of a predecessor twenty years ago? Is it probable that the Secretary of the next generation will obey the orders which emanate from the department now? We are every day correcting the errors of those who went before us, and committing errors to be corrected in their turn. If, however, the Government of India are determined to have a wider horizon of premeditated work, I cannot suggest a more specious scheme than that prepared by the Consulting Engineer. If the East and West Coast railways are to be made hereafter, they will probably be made approximatively on the lines which he contemplates. They should not go nearer the sea, and they cannot well go nearer the mountains. I think it would be better to adjourn the serious consideration of these projects till two or three quinquennial periods have passed away; but, if I am obliged to sanction any projects of the kind, I have no objection to sanction these. The short sections of coast railway, which my restricted proposal includes, are essential parts of the more extensive design.

22. In the meantime, I deem it desirable that orders should be given in the Department of Public Works for the survey of the proposed line of canal between the Kistnapatam backwater in the district of Nellore and the backwater of Nizampatam in the Kistna District, with a view to the preparation of estimates, and that a Revenue officer should be charged with the duty of estimating the amount of traffic now sea-borne or carried on the common roads which might probably be transferred to an interior waterway. With such information we should be enabled to judge whether the proposed canal ought to be constructed from loan funds guaranteed, or the Imperial revenue as in the case of a State railway, or whether the expenditure might be secured on local funds. The same survey and inquiry might advantageously be made with reference to the means of completing the canal system between Beypore and Cannanore and between Cannanore and Mangalore, which exists already in broken sections. The coast level is cut at various places by laterite spurs running out to the beach, but it would be desirable to ascertain definitively whether these impediments could be pierced or turned, and to have some rough estimate made of the expenditure which would be involved. The inquiry might be at first directed to the space between Cannanore and Mangalore.

23. Should the views expressed above meet with the concurrence of my colleagues, and be submitted to the Government of India, the latter may perhaps deem the proportion of work inadequate, which is reserved for the agency of the State. If such should be the case, I can only urge that we have not yet got the same grounds in this Presidency for expecting great advantages from the substitution of State agency for independent agency which may exist elsewhere. The average cost of railways in India, as we are informed in these papers, has been £17,000 per mile.

The average cost of the dearest railway in the Madras Presidency has been £12,000 per mile. The cheapest line, the branch from the South-West Line to Bangalore, cost less than £8,000 per mile. The average cost of all the Madras railways has been about £10,531 per mile. As it appears that the Supreme Government would be satisfied with an average for the broad gauge of £11,000 or £12,000, it is apparent that companies of this Presidency have realized by anticipation more than the expectations of the Government of India. It is true that this Government has been fortunate in the companies with which it has had to deal, and especially with the gentlemen by whom the interests of these companies have been represented. We may hope to be as fortunate hereafter.

I see no reason to believe that the Department of Public Works will be able to construct better or cheaper, or to manage better or cheaper than the present agencies which have, on the whole, served the State with honesty, ability, and economy. Here the State can, in my humble opinion, only obtain one advantage by working for itself—the undivided benefit of any excess of return which the railways constructed by departmental agency may yield above the rate of interest at which the money is borrowed. That benefit may be remote and problematic, but it may be worth striving for, especially where new lines on new gauges have to be opened.

24. It only remains for me to record the actual condition of the extensions contemplated by company agency at the present moment.

The Carnatic Railway Company has commenced surveys of the line between Conjeveram and Cuddalore by Chingleput. A French survey of the direct line by Tindivanam already exists, which will be of use to the company.

A trial survey has been made of the whole extension from the present Great Southern of India Line to Tuticorin. Detailed plans and estimates are in course of preparation; the materials and rolling stock are ordered, and in part shipped.

Plans and estimates have been prepared of the branch line of the South-West Line of the Madras Company from Pothanoor to Kullar, and the materials of the permanent way are coming out.

Plans and estimates have been prepared for a broad gauge line from Puttamby to Cochin by the Madras Railway Company, which would be available for the use of the State in laying out the projected narrow gauge line.

No. 151.

On the same subject.

In a minute, dated June 5, 1870, I submitted to my colleagues a general view of the railway projects for the Presidency, with an expression of my sentiments on this subject.

2. The scheme which I recommended embodied a broad gauge line through the districts of Chingleput, South Arcot, and Tanjore, uniting the Madras Railway on the north to the Great Southern of India Railway, and an extension of the Great Southern of India Railway, also on the broad gauge, to Tuticorin and Tinnevely.

3. The Government have, in a recent Order, decided that both these lines or groups of railway are to be executed on the narrow gauge—a resolution which was contemporaneously embraced by the Government of India.

4. With a view to this decision, which has my full concurrence, I think it right to record that the opinions on this point, expressed in my minute above mentioned, were not opinions formed by this Government or by myself independently on the merits of the case.

5. This Government have always been of opinion that the line or group of lines to the south of the Madras Railway and between it and the Great Southern of India line should be on the narrow gauge. They only waived that opinion in consequence of the adverse decision of the Viceroy and the Secretary of State, prompted, as we had reason to believe, by the representations of the Government of France. Under altered views the question of gauge for these lines has been re-opened. We can only regard the definitive decision of the Government of India with satisfaction.

6. With regard to the gauge to be adopted on the extension of the Great Southern of India Railway southwards, I advised the adoption of the broad gauge on three grounds :—

(1.) On account of the convenience of the company, and, as I believed, the economy of working, the same rolling stock being thus rendered available over the whole group of railways belonging to the company.

(2.) On account of the adoption of the broad gauge on the Carnatic Line, which I regarded as settled at that time.

(3.) On account of the engagements taken in London between the Secretary of State and the Great Southern of India Railway, which I presumed were definitively in favor of the broad gauge.

7. The first of these reasons no doubt continues to have some force, but may be, perhaps, outweighed by the advantages attached to the narrow gauge with regard to cheapness of original construction, cost of rolling stock, and maintenance. The second would disappear if the narrow gauge is adopted by the Carnatic Company. The third is a matter for settlement in London. If the Directors of the Company, in connexion with the Secretary of State, agree to adopt the narrow gauge in the common interest of the company and the country this Government ought, I think, to approve it.

8. The only point, as far as I am aware, in which I personally dissent from my colleagues and from the recent Proceedings of Government with reference to railway projects, is with reference to the Carnatic group. The decision of the Government has been to make Madras the starting point, and to carry the line through Chingleput southwards, abandoning the plan of a connecting line to the north-west from Chingleput, through Conjeveram, to Arcotum, but leaving the existing line from Conjeveram to Arcotum to be separately worked as long as it pays its expenses. I do not concur in this view. I think that Madras ought to be the starting point, and that the line should proceed southwards through

Chingleput; but I think that Chingleput should be united to Conjeveram by a branch line on two grounds :—

(1.) Because the French Government have always desired this connexion in their interests, and it seems to me that this is a measure of friendly concession which the English Government might properly make to France, having decided the question of gauge against the wishes of France.

(2.) Because the branch line from Chingleput to Conjeveram would open up a direct communication for the South Arcot District northwards and westwards without making the long detour by Madras, which would not be altogether insignificant to the convenience and welfare of the province.

No. 152.—JUNE 10, 1870.

On the constitution of the Department of Public Works, and on the Agency by which Minor Irrigation Works should be maintained.

My opinion seems to be chiefly required on two points discussed in the papers now before Government, and which are intimately connected with each other: on the constitution of the Department of Public Works, and on the agency by which the minor irrigation works of this Presidency should be maintained.

2. The amount annually granted from Imperial and Local Funds for Public Works in this Presidency is, no doubt, insufficient for all the wants of the country, but this deficiency is one over which the Government can exercise little direct influence. The appropriations are proportioned to the resources and exigencies of the Imperial Government and to the means of local taxation at our disposal. The Imperial revenue is beyond our control, the local revenue is susceptible of development, but it is necessarily restricted in its application. It is, therefore, of the last importance that the funds which we possess should be administered and applied with the greatest economy and efficiency, and that they should be supplemented by unpaid agency, where that can be obtained without injustice or oppression.

3. The application of the funds belonging to the Public Works Department is, in my mind, undoubtedly defective, and defective on account of the character and constitution of the department. The deficiencies of the department are owing to two causes, partly to the incapacity of officers, chiefly to the manner in which their authority and duties are distributed and exercised.

4. There will, of course, always be some element of incapacity in every State establishment, and we cannot hope to see it eliminated in India. The superior officers of the Department of Public Works are supplied by the Royal Engineers, the Military Staff Corps of the Presidency, and the engineering profession in England; but the second class need scarcely be considered here. The Royal Engineers receive the highest education which can be afforded by a Government institution at home. They are subjected to the severest tests. The candidates from the Civil Engineering profession are passed through a competitive examination, which is said, at present, not to be of a very stringent character, owing to the limited number of aspirants for this employment in India. Both classes of officers come to this country at an early age, with little practical experience, and are thrown at once into the exercise of most trying and multi-

farious duties, deprived of many means of self-improvement, and exposed to the hardships of a dangerous and debilitating climate. There is no division of labor. The Indian Engineer must do everything at once, and everything for himself. It is not wonderful that he cannot do everything well. It is wonderful that he does so much successfully. I see little prospect of any improvement in the character and qualifications of our Engineers by anything that we can advise or do. Some advocate the exclusive employment of Civil Engineers freely selected or educated in a college at home. We should probably gain nothing in professional attainments, and lose something in authority with the people and in responsibility to the State. We have had many Civil Engineers already. They are in no way superior to Military Engineers. If Civil Engineers, whether independently instructed, or instructed by the State, are to come out here as members of a State establishment, they must come out young, that is, inexperienced and immature. They must be formed for Indian duty in India as they are now, as the Military Engineers are now. We shall obtain better Civil Engineers and better Military Engineers gradually, as the preparatory standard rises and the preparatory method improves in England, but we shall gain nothing, in my humble judgment, by the exclusive use of one class. On the whole, I think, the Military Engineer will be the best for the complete circle of State employment in India, but the mixture is a good one. It embodies the principles of comparison and emulation. The two classes ought, however, to be put on a better footing of equality than exists at present.

5. It is not, then, by improving the quality of the Engineer Officer that we can increase the efficiency of the department here; it is by employing him more judiciously.

The defects in the organization of the Public Works Department in the provinces have been justly noticed in the report of the majority of the Commission. They consist (1) in the want of supervision; (2) in the complete divorce of the Engineering agency from the Revenue agency and interest in the country.

6. The Presidency is divided into eight divisions, each of which is placed under a Superintending Engineer. These districts are sub-divided into eighty-eight ranges, administered by Executive Engineers of very different degrees of ability and professional position. The correspondence of the department, in my mind, teems with proofs that the duties of superintendence are most imperfectly performed. The Superintending Engineer cannot possibly find time to traverse the vast area committed to his superior charge, loaded as he is with a great amount of office work as well as with the design of projects and improvements of an important character. The result is that many works are practically uninspected. The fact is manifested in frequent failures and corresponding waste. I would ask the Members of Government to recall to their memories the current shortcomings of the department in the last few years. I have a lively recollection of bridges falling in from insufficient waterway, bad foundations, or bad construction; of reservoirs bursting on account of bad materials or defective plans; of roads neglected or ill-repaired; of civil and military buildings promptly found defective on account of bad tiles, unseasoned timber, or imperfect constructive knowledge; of pipes that leak; of drains that stagnate; of insufficient estimates; of unsanctioned undertakings. Every form of misfortune and error has been lamented and reprobated in the Proceedings of

Government. It is true that good work is the rule, and bad work the exception; that the department is, on the whole, conducted with prudence and ability; that it is not the only department in which mistakes occur; and that it is the department in which mistakes are most patent and conspicuous. It is equally true that similar and worse examples might be adduced from the canal works and railway works conducted by private agency here and elsewhere. Yet I cannot doubt that the proportion of errors and failures to which I have adverted might be considerably reduced; I cannot believe that it is inseparable from every system of organization. We are plainly warranted in endeavouring to ameliorate the system which now exists.

7. The divisions of the Superintending Engineers are, however, not only too large, not only do they offer insuperable material impediments to the duties of inspection, they are also most arbitrary in their character. They do not respond to any natural or traditional circumscription in the country. They do not associate the Engineer offices closely with any distinctive circle of public administration, or with any functionary equally concerned in public improvement. The Superintending Engineer labors apart. He does not act in harmony with any one. He has to do with two or three Collectors, to whom he is often half a stranger and sometimes almost an adversary. The estrangement between the Revenue and Public Works services is unfortunately notorious, but I did not expect to see hostility avowed in a formal and public document with the asperity which characterizes the separate report signed by Major Mullins and Major Shaw-Stewart. I attribute the antagonism which prevails between the two departments mainly to the relations in which they have been placed by the present constitution of the Department of Public Works.

8. To correct the double mischief of impracticable duty and alienated feeling, I think the only efficient remedy has been suggested by the majority of the Commission: the abolition of the divisions with their Superintending Engineers, and the restoration of the order of District Engineers, not subject to Collectors, but united with them. This would make inspection possible and even efficient; it would harmonize the position and action of the chief local agent in the Public Works Department with the chief local Revenue authority; it would identify both in the same sphere of public duty, backed by a decided course on the part of Government; it would put an end to recriminations and resentments. My opinion may not be deemed of the same value as the opinion of those who possess professional knowledge, and who have been longer acquainted with the interests of the country; but I desire to submit it in the most emphatic manner. No alteration of the constitution of the Public Works Department will in this Presidency be materially and morally effective without the restoration of District Engineers, and I must add that this course is doubly necessary at the present moment, with a view to the contemplated development of road works and building works under the Bills for local taxation now before the Legislative Council.

9. Having thus given my cordial assent to the capital proposal of the majority of the Commission, I regret that I cannot meet their views in regard to the position which they have assigned to the head of the Public Works Department in his relations to Government. The majority suggest that the Secretary for the Public Works Department should be abolished; that the business of the Secretariat should be amalgamated with the Revenue Secretariat; and that the

Revenue Secretary should be the channel of Public Works business to Government, but that he should be aided by a professional Under Secretary. The head of the professional department would be termed, as formerly, Chief Engineer, and he would be appointed to deliberate and act in connexion with the Board of Revenue as an ex-officio member of that body in so far as Public Works business is concerned.

10. In my humble judgment there are serious objections to this course, which may briefly be enumerated as follows:—

(1.) The project is unjust to Government. The Government has a right to direct, constant, and personal intercourse with the highest and most competent authority in the matter of Public Works. This interest is daily obtaining a higher position in the general interest of the State. If the Public Works Department was merely a vehicle for improving tanks and irrigation channels and making district roads, its Chief might properly be an *adlatus* to a Board of Revenue officers. But the department is already engaged, or will shortly be engaged, in the expenditure of public revenue on undertakings of the most arduous, diversified, and costly character, many of which are only indirectly connected with revenue interests. The field that lies before us is immense if the work of the department in the next generation is to bear any proportion to the designs of the present one. Whole rivers like the Rooshkoolia, the Toongabuddra, the Cauvery, the Perryaur, the Tambrapoorni, regarded as single instruments of irrigation, have to be gauged, stored, and distributed over vast extents of country lying in different Provinces, Presidencies, and even States, on comprehensive views of public utility. Marine works will be undertaken involving the construction of quays, breakwaters, and sea-defences. Sanitary drainage and the water-supply of towns will become an important sphere of engineering duty. Civil buildings for a great variety of objects will be erected in connexion with the multifarious requisitions of modern municipal, public, and social life. Inland fortifications will be carried out for the protection of the chief military stations, arsenals, magazines, factories, and railway centres, which are all now absolutely defenceless. Railways will be executed and worked by direct State agency. With some of these fields of enterprise the Board of Revenue have nothing to do, on none of them could the Board definitively decide. The Revenue Secretary in such matters could only be a channel, and his Under Secretary would either be the mouth-piece or the critic of the Chief Engineer. In the first case he would be superfluous, in the second pernicious. The Government would, in fact, never be contented with an imperfect, indirect, scriptory intercourse with the head of the Public Works Department in such important concerns. The Chief Engineer would constantly be called into the Council room, where he would appear in very anomalous relations to the Revenue Secretary and the professional Under Secretary. I would rather have him there in his proper place, giving Government the benefit of his full, prompt, constant, and responsible advice.

(2.) The arrangement which would be unjust to Government would also be unjust to the head of the Department of Public Works and to the profession to which he belongs. The head of the department may properly claim to have free, open, spontaneous communication with Government. He may justly demur to have his views strained through the medium of an uninformed officer of another department, and of a subordinate officer from his own. His position

would be a galling one to himself and to his class. The Royal Engineers, among whom there is a strong *esprit de corps*, and the Civil Engineers, who are sufficiently sensitive, would alike feel themselves reduced to the position of subordinates and accessories, with a place in the ante-room instead of the Council room. This would not promote a good spirit or good work. They would do their duty, but they would not do it heartily, and existing jealousies would rather be aggravated than assuaged.

(3.) The transaction of business would not fail to be impeded. The Chief Engineer is to minute to the Members of the Board. They would all minute. They might all minute in different senses, and their minutes might last for months. A great mass of conflicting opinion would be accumulated. It would be sent to the Revenue Secretary, who would send it to his professional Under Secretary, who would have his opinion too. But the Revenue Secretary might have a different opinion, for, if the Board can differ with the Chief Engineer, the Revenue Secretary could differ with his Under Secretary. The whole series of minutes and opinions piled one on another would work their tardy way to the Council at last. The Members of Council would probably also minute, but eventually send for the Chief Engineer and take a decision with his advice, which, I humbly think, they might do at first, reserving to themselves the power, of course, of referring specific points, affecting revenue and agriculture, to the Board, if such points were presented. I need scarcely say that the time of the Revenue Board and of the Revenue Secretary would be seriously burdened, if, in addition to their proper duties, they had all the Public Works business thrown upon their hands; and these departments which cannot move very fast, at any rate would move slower than ever. If any member of the Public Works Department should be associated with the Revenue Board it ought surely to be the Chief Engineer for Irrigation, not the head of the department, but I would not tie up either of them in such an unwelcome yoke.

(4.) Another objection to this part of the scheme of the majority is that it would raise great opposition in authoritative quarters. The proposal to re-establish District Engineers, however expedient, will not be very acceptable. If we propose the abolition of the Secretariat in the Public Works Department, we might create an insurmountable obstacle which would frustrate the whole project. It seems unlikely that the other Presidencies will dispense with their Secretaries in the Public Works Department, or that the Government of India, which has a decided propensity to assimilate, would place Madras in an exceptional position in so prominent a feature of administration. It is never wise to ask for much when it is difficult to get anything, but here we should not only be asking for much but for something which many might naturally consider impolitic and ill-timed.

(5.) Finally, it appears to me that it would be undesirable to make the Department of Public Works a dependency of the Board of Revenue, because it might prove to be a transitory connexion. There is no Board of Revenue in Bombay or in the Punjab, and it appears probable that the Bengal Board will be reduced to the smallest possible dimensions. In my limited experience I have derived the impression that the Madras Revenue Board introduces an element of delay and perplexity in the transaction of public business, though I recognize the great merits of individual members of the Board and the services which they have rendered in dealing with special questions of revenue administration. It

seems probable to me that the Board of Revenue may hereafter be absorbed by the Revenue Secretariat to Government, which would be strengthened and re-modelled so as to perform the same functions with greater energy and expedition. This is not the place to discuss the question at large, but the contingency of the consolidation of the Board with the Secretariat would cause me to hesitate in investing the former body with novel and expansive functions.

11. The report of the majority, while advocating the restoration of the office of Chief Engineer as the professional head of the Public Works Department, proposes to strengthen the department by the addition of two superior Inspecting Officers, who would be at the disposal of Government, and the Chief Engineer for special inspections and projects. It appears to me that these officers are not requisite, and that we possess already in the constitution of the department the means of performing the same duty.

The business of the department falls naturally into four classes, business connected with irrigation, with communications, with civil buildings, with military buildings. For the design and occasional inspection of irrigation works of the higher character we possess already the Joint Secretary for Irrigation. He is the Chief Engineer for Irrigation. I would consolidate the duties of the Consulting Engineer for the Madras Irrigation and Navigation Company with his office.

The present Consulting Engineer for Railways would become the Chief Engineer for Railways and Communications. He would be employed in the superior direction and inspection of State railway works, as well as in the inspection and control of independent lines; he might also be employed in the inspection of Imperial lines of road, railway feeders, and salt-water canals if such was necessary. The Government Architect might undertake the occasional inspection of civil buildings. The Secretary to Government for the Public Works Department might himself assume the inspection of military constructions, which will probably be confined in this Presidency to a few capital and accessible places, such as Madras, Bangalore, Bellary, and Caunanore. In this way no new office of the first class would be created. For ordinary purposes the District Engineers would be the superintendents and inspectors, in extraordinary cases the duty of superior inspection and consultation would be exercised by the officers above mentioned.

12. It has been contended that, under the present system, which I propose to continue, the head of the Public Works Department loses his professional character; that he ceases to be Chief Engineer, and becomes a mere Secretary to Government, so that nothing is gained by having an Engineer officer in that position. I think that this result is more apparent than real. The present Secretary for the department actually exercises a superior and definitive judgment on projects and works which he communicates to Government, though his opinions are more exclusively embodied in drafts for Government orders than is perhaps desirable. It would, however, be easy for Government to require the Secretary to embody his views and reasons in independent memorandums. I have already stated that he might be occasionally employed on inspecting duty. It is true that there is no absolute necessity that the head of the Public Works Department should be an Engineer officer or a professional man at all. The business of the department might be transacted with Government by a civilian, who had no other duty, with a Chief Engineer below him. Such arrange-

ments exist in countries where Parliamentary duties render it difficult to employ professional men as heads of departments; but, as there is no such embarrassment here, and as military agency is largely employed in the executive and superintending branches of the department, it appears to me most convenient that the head of the department should be a professional man and a Royal Engineer. It remains with Government to see that he does not merge his authority as an Engineer too much in his duties as a Secretary.

13. In the suggestions contained in the report of the majority for the re-organization of the subordinate ranks in the Department of Public Works I heartily concur.

The class of Maistries, which it is desired to restore, would be, of course, exclusively composed of natives, that is, of Hindus, Mussulmans, and Christians of native birth. In the grade of Overseers it might perhaps be too sweeping a change to exclude Europeans and East Indians altogether, but I would confine them to one-fourth of the whole number employed. It is believed that they may be usefully occupied at head stations or works of considerable importance.

Two-thirds of the appointments in the rank of Supervisor and Sub-Engineer should eventually be reserved for natives of the country, and they should be admitted directly to those grades in exceptional cases and in virtue of university degrees.

I agree with the majority of the Commission in regarding the more extensive employment of natives in the Department of Public Works as a matter of high importance.

14. The institution of pensions or bursaries in the Civil Engineering College, for the exclusive benefit of a numerous class of European students drawn from the ranks of the army, was a measure of questionable expediency. The plan originated in a laudable desire to provide an avenue of advancement for meritorious soldiers, and to secure for the Public Works Department disciplined, hardy, honest, and energetic subordinates. But the project was one-sided, and in some respects unreflecting. The claims of the native community and the Native Army were left out of sight, nor was sufficient consideration bestowed on the peculiar position thus created for Europeans of the lower classes. The report has correctly indicated the disadvantages attached to this establishment. The Government cannot afford to give to European Subordinates salaries which can render their existence in the provinces independent and respectable. Poverty, isolation, and temptation have had and will have in many instances their deteriorating effects. Nor will sober and honest Europeans in this condition often acquire the knowledge of languages and the conduct which are requisite to render them acceptable and influential with the people of the country, especially in remote places. I would maintain the thirty bursaries now appointed in the Engineering College, and I would not exclude Europeans from these benefactions of Government; but I would restrict the number of Europeans to ten, and I would direct the Principal of the College to present a project under which the remaining twenty would be filled by East Indians and natives, a portion of whom should be drawn from the Madras Sappers.

15. The present condition of the irrigation works of the Madras Presidency, when compared with their condition in past times, has been the subject of much discussion. It is not my purpose to enter upon a detailed examination of the question in which exact evidence is wanting. My own impression is that the

higher order of irrigation works, such as weirs, large irrigation channels from rivers, and the greater tanks connected with rivers and furnished with masonry works have never been, since the country became known to Europeans, in as good order as at the present time.

The superior science, the more extended dominion, and the sustained action of the English during a long period of unbroken peace have given a correctness, solidity, and expansion to the higher class of works which they could never have attained under native authority. But it is certainly probable that causes have been at work which have produced a deterioration of the minor works, especially of those which are not connected with permanent and reliable sources of water-supply. The increased value of labor, the declining authority of the land-owners or land-holders, the comparative independence of the working classes, the constitution of the Public Works Department, accepting weighty responsibilities with insufficient means, and the complete separation of that department from the Revenue agencies of the country, have no doubt concurred in producing that relaxation in the current repair of village works, of which there is manifest evidence in many places. I admit that this deterioration is not so great as the superficial observation of a stranger might lead him to suppose. Far more of the minor irrigation works of the country were mistaken in their original design, or have become unprofitable from natural causes, or have been superseded by other works than is generally believed. Yet, with every justifiable deduction on these grounds, there is plainly an amount of work unperformed which the Government are bound to rectify. Even if the condition of the minor irrigation works was as good as it ever was before, which I do not believe, their condition is susceptible of improvement, and the improvement should be effected.

16. To reduce the irrigation works of the Presidency to good order it is necessary to obtain an accurate classification of them, and then to procure a competent and appropriate agency for the maintenance of the minor sort.

Should the grade of District Engineers be restored, I would suggest that the first duty of the District Engineer should be in connexion with the Collector, to divide the existing irrigation works of the district into three categories:—

- (1.) Imperial Works.
- (2.) Local Works.
- (3.) Useless Works.

The maintenance of works designed as Imperial would continue to be effected, as at present, by the officers of the Public Works Department and paid labor.

The local works would be maintained by the same officers and unpaid labor.

The useless works would be abandoned, and the tank or channel bed with the irrigable area would be given up to the cultivators at once and for ever at an appropriate dry assessment, or relapse into the condition of Government waste.

17. The traditions of the country, the usage of Native States, and the practice of Zemindars on their own properties alike attest that the duty of maintaining the minor irrigation works in good order is incumbent on the holders of Government land. If the obligation did not exist, it should be created both in the interest of the cultivator and of the Government. It is impossible for the Government to carry out repairs of this nature, in which the cultivator is still more deeply concerned than the State, by departmental agency and paid labor over so vast an estate as that which is constituted by the ryotwary tenancies of this country. The occupiers of land alone can do it effectually under Government

impulse and authority. The works are either farm works or village works. In the case of the former the obligation should lie on the holder of the puttah, in the case of the latter on the village officers representing the commune. It stands to reason that in placing works in the category of local works, and thus subjecting them to customary labor, the Revenue authorities and the Government would act with great circumspection and tenderness for the rights and condition of the people, but the decision having been once taken, the obligation should be absolute and complete, the labor rendered should be altogether gratuitous, and the duty should be enforced by summary legal process.

18. It is the universal opinion that the obligations of customary labor should be revived, but a great difference of opinion exists as to the manner of directing, inspecting, and supplementing this form of labor; some contending for the Collector and the Tahsildar, some for the District Engineer and the Taluq Overseer.

19. The majority of the Commission appear to me to steer a middle way. They would not subordinate the execution of the customary labor works to the Collector with a special executive establishment, but neither would they make the ryot subject to the Public Works Officer in the performance of this obligatory work. They favor some arrangement by which the work would be made incumbent on the land-holder, who would receive some form of indemnity if, on inspection, it was found to be well done, either in the shape of remission of assessment or direct money payment. The duty of verification or inspection would be exercised by the Revenue and Public Works Officers in conjunction.

The views of the majority are not very decidedly stated, but, as far as I can judge, I do not think that they could be adopted with advantage. The system proposed does not sufficiently provide for that sustained attention and pressure on the part of superior authority, which would be necessary to compel the punctual performance of an irksome duty from which the people have been in a great measure emancipated. I would give the duty of superintending and enforcing customary labor to one department or to the other plainly, to the Tahsildar or to the Overseer. On the whole I lean to the Overseer. The preponderance of argument is, in my humble judgment, in favor of the Department of Public Works.

20. Time has wrought a great change in the subordinate Revenue agencies of this Presidency. The taluqs have been expanded by consolidation. The Tahsildar has more education, a higher sense of duty; he has more work at the desk and in the Court, but he has less local connexion and, perhaps, less knowledge of the rural people and of country matters; he is a better Magistrate, but not so good a general manager. He has no longer the crowd of miscellaneous agents that were formerly at his command. All has become more accurate, more under rule, less pliable, less arbitrary. If the care of the minor irrigation works was now restored to the Tahsildars there must be more Tahsildars and more agents under their orders. A subordinate agency would inevitably grow up an agency dealing with Public Works in the same area, if not for the same objects, as the agency belonging to the Department of Public Works. There would be conflict and waste of power, and the efficiency of the Tahsildar might suffer in reference to one branch of his duties, while he might be only half competent for the other.

21. The Department of Public Works, on the other hand, if strengthened by

the restoration of District Engineers, by the introduction of a greater number of native subordinates, and by the re-establishment of the class of Maistries on a liberal scale, would appear to be competent for the charge of the minor irrigation works, for the direction of customary labor, and for its enforcement in case of negligence by the prosecution of the offenders. The Revenue agency, in the performance of this duty, might be more agreeable to the people, but the other appears to me best calculated to attain the end desired; and I can only hope that, under a better constitution of the department, it would be supported by the co-operation of the Collector and his subordinates.

22. The obligation and the sphere of customary labor having been defined, and the directing agency determined, the question arises whether the Government should be empowered to commute the obligation to render customary labor into a money payment in the interest of the cultivator. For the present the Government ought not to manifest any desire to substitute a cess for a labor claim. Such a course would provoke suspicion. There can be no mistake about an obligation to work. If the work is rendered, it is seen, and the benefit is felt. It can be imposed at times when it causes little hardship. But an obligation to pay is generally obnoxious; when the work is done the result is not obviously proportioned to the exaction, and it may be feared that the paid work would sometimes not be done, or it would be done too late. I do think, however, that, with the progress of society, a commutation of customary labor for money payment may, in some parts of the country, become desirable, and I consider that the Act should empower Government, on the representation of the Collector of the district, to substitute an irrigation cess for unpaid labor.

23. Having thus briefly stated my opinions with reference to the main points brought under the consideration of the Commission, the constitution of the Public Works Department, and the agencies by which the minor irrigation works of the Presidency should be repaired and superintended, I append a plan of the Public Works Establishments, prepared in harmony with these views, which would involve an annual expenditure of Rupees 22,52,637, involving an excess of Rupees 2,93,257 over the present aggregate cost of the Public Works Establishment of the Presidency, which, including the petty establishment attached to the Local Funds, amounts to Rupees 19,59,370. The excess is to be regretted, but I do not doubt that it would be gradually re-paid by the better quality of the work performed, and by a steady improvement of revenue from minor irrigation works.

It is true that an exact and definitive scheme of establishments can only be framed in conformity with the wants which experience may disclose, but I do not see that any material deviation from such a plan as that which I have ventured to suggest need occur, except with reference to the number of Maistries entertained in connexion with the minor irrigation works.

24. The Commission have strongly affirmed the expediency of retaining a percentage of receipts from irrigation as a first charge on revenue, for the purpose of effecting repairs and minor improvements on irrigation works not maintained by customary labor or provided for otherwise. This percentage, which would never reach the Imperial exchequer, is fixed at eight per cent. on the gross revenue, and I understand the Commission to mean that the full amount retained in each district is to be spent in each district. I entirely concur in the principle that a repair fund should be struck off the gross revenue,

and retained in the hands of the local Government; and I consider that eight per cent. is a reasonable amount to reserve for the purpose indicated on the whole wet revenue of the Presidency, but I would deal with the amount as a single fund, to be apportioned and applied according to the exigencies of the year and the wants of each district equitably considered. I would not tie the Government down to any rule of expenditure applicable to all places alike. In some districts the irrigation works are now in a worse condition than in others, and in some the percentage of revenue requisite for current repairs will always be greater than in others owing to natural causes, while occasionally there will be catastrophes in particular districts, like that of last year in Tinnevely, when the District Repair Fund would not be sufficient for a pressing need. It appears to me that the general Repair Fund should be at the absolute disposal of Government, which would, however, make as equal a distribution to the several districts as possible.

25. It does not seem desirable to extend the obligation of customary labor, or the authority of the Revenue officers to the maintenance of village or district roads. The former measure would be an innovation on popular custom, and inconsistent with the levy and application of the road-cess; the latter would involve the institution of double establishments, and burden the Revenue officers with duties which could be efficiently performed by the Department of Public Works should the office of District Engineer be restored.

No. 153.—JUNE 10, 1870.

On Mr. Duval's Report regarding the practicability of the scheme for the establishment of a Cotton Mill on the banks of the River Tambrapoorani.

The minute which I circulated on the 12th of August last was prompted by the desire to do something, if possible, for the decaying manufacturing interest of this country. It appeared to me that a new stimulus could be given to this form of industry by the use of water-power machinery, and that the river Tambrapoorani offered peculiar facilities for its application. The report presented by Mr. Duval strengthens my impression. It affords sufficient *prima facie* evidence that a spinning factory could be established on the stream referred to with every prospect of success. The question of weaving is, in the opinion of Mr. Duval, doubtful. I learn from him that hand-loom weaving can be carried on so cheaply and advantageously in the native villages that he doubts whether the power-loom can be employed with profit in this department. This opinion, if well founded, need not, however, deter us from promoting the limited project of a spinning mill. The cheap supply of twist to the native weaver would give an impulse to a domestic craft of great importance to the welfare of the people. In corroboration of the views of Mr. Duval on this point it is urged that the Pondicherry Factory, which flourished as a spinning mill, has become unprofitable since weaving was introduced. I do not think that the example is conclusive. The use of steam-power must have rendered the manufacturing process far more expensive at Pondicherry than it would be at a site abundantly supplied with water.

2. In recommending Tinnevely and the Tambrapoorani river as fitting

localities for the first experiment, it was not at all my purpose to represent them as the only places adapted for this enterprise in the Presidency. My impression is that manufacturing centres might be advantageously established in connexion with three cotton-producing districts—in Tinnevely on the Tambrapoorni, in Coimbatore on the Cauvery, and in Bellary on the Toongabuddra.

3. I would now suggest to Council to communicate Mr. Duval's report to the Chamber of Commerce for their remarks, and, should the question elicit any interest and response on their part, I would propose to send Mr. Duval to examine the Toongabuddra river in the vicinity of the Walavapoor anicut and the other ancient anicuts below it, where the natural fall of the stream and a number of rapid irrigation channels appear to indicate, if my memory serves me, favorable sites for the establishment of machinery. The Cauvery might be undertaken subsequently. There are admirable positions for using water-power at Seringapatam, one of which is occupied by Mr. Hayes; but I make no doubt that equally good situations might be found lower down on the British territory.

4. In illustration of the general question I may remark that in Ireland—a country resembling India with reference to manufacturing industry in so far as cheap labor and the absence of mineral fuel are concerned—woollen mills have been recently established, by far the greater number of which are worked by water-power. In the south of Scotland the old water-power mills have frequently been supplanted by steam-power, but this is accounted for by the insufficient and variable supply of the water-power, by the discovery of coal or by its cheaper transport through the development of the railway system. In the south of India, unless there should be an abundant supply of coal raised in the immediate vicinity of the cotton-fields, the use of water-power appears to be the only proper means for reviving manufactures.

No. 154.—JUNE 20, 1870.

On the measures to be adopted for the extension of Elementary Education and institution of Training Schools under the provisions of the Towns' Improvement and Local Funds' Bills.

In the remarks embodied in Mr. Arbuthnot's minute under date of the 6th instant, I cordially concur, and the Order of Government upon the Educational Report of 1868-69 should be drawn up in conformity with the views which he has expressed and the terms which he has employed.

2. The claims of the Provincial College of Combaconum to a grant from the Educational Building Fund should be recognized by Government, and the consent of the Government of India to the appropriation of Rupees 50,000 for this purpose should be applied for. The Government Architect informs me that he will be able to proceed to Combaconum for the purpose of inspecting the old college building and studying the locality with a view to the preparation of a design in the month of July.

3. Neither the Medical College nor the Civil Engineering College of Madras are at this moment taking the part which they should do in developing the aptitudes of the natives of the country for medical and engineering employment in the higher grades—in the former case owing to the want of openings in the public service for native students of superior capacity and aspirations; in the latter case on account of partial and insufficient encouragements in the college,

want of teaching power, and the practical exclusion of natives from the upper ranks of the Department of Public Works. The prospects of native students in the Medical College are, however, closely connected with the fate of the measures for local taxation now pending before the Legislative Council, which include, among their objects, the institution of provincial medical training schools and dispensaries. The constitution of the Civil Engineering College and the position of its pupils may, on the other hand, be modified in connexion with the changes contemplated by Government in the Department of Public Works. It was my intention to have proposed before this the nomination of a committee to inquire into the condition and wants of the Civil Engineering College; but it will probably be better to defer any step of this kind until the views of Government respecting the constitution of the department, with which the college is so closely associated, have taken a definitive shape and been submitted to the Government of India.

4. The scale of fees now levied in the higher order of Government Schools and schools under private management offers questions well worthy of discussion. The expanding demands of the country for higher and middle class education cannot be met, it is feared, by a commensurate increase of Imperial appropriations. We must look to other sources. The means of development may be supplied in two ways: (1) by an increase in the direct contributions of those who benefit by State and private agency in education; (2) by the withdrawal of Imperial appropriations from elementary education which will be provided for from Local Funds. Compared with the practice in Bengal and Bombay, the scale of school fees in our Government and mission schools is insignificant. We may not be able at once to ascend to the rates in those Presidencies, but we must go as far as possible without endangering the educational movement. It is obvious that the Government, the native supporters of education, and the missionary bodies must all move in harmony in this matter, in order that none may be embarrassed or injured by the separate action of another. It is true that Government, the dispenser of grants-in-aid, can exercise a powerful control over the independent educational agencies, but it is wiser to attain our ends by concert than by stipulations and constraint. I think, therefore, that the contemplated augmentation of school fees should be freely debated and assented to by a mixed committee in which the various educational interests shall be fairly represented. The names mentioned by Mr. Arbuthnot will command the confidence of all parties.

5. Mr. Arbuthnot has suggested that the Director of Public Instruction should be charged with the duty of preparing a plan for the institution of normal schools throughout the country for training elementary teachers. This step is, of course, desirable; but I think that the time has come for taking some preliminary measures, not only for the formation of normal schools, but for the introduction of the elementary schools themselves contemplated by the Bills for local taxation now before the Legislative Council. We can at least place distinctly before our eyes what we have to do, and lay down some simple rules for the guidance of the Revenue authorities and the Educational Department in the initiatory stage of this great experiment.

6. The first question which presents itself is the question of numbers. With how many children have we to deal, and with how many can we deal? The question of numbers depends upon the ages at which elementary education

is to commence and terminate. On a subject so open to discussion I do not pretend to have formed a conclusive opinion, nor could my opinion have an authoritative value. It appears to me, however, that in fixing the period of elementary education at eight years, and in taking those years between the ages of five and thirteen, we shall not go far wrong. In Prussia, the compulsory system is enforced between the ages of six and fourteen. In England, children go to school as early as three or four, and too often leave school at nine or ten—a practice which is believed to be pregnant with many serious evils. If we regard the precocity of Indian children it does not seem premature to admit them at five; if they were discharged sooner than thirteen it seems probable that a portion of their knowledge would be lost before it could be usefully exercised in the business of life; while, if they were kept after the age of thirteen, there would be nothing left for them to learn. The population of the whole Presidency may be estimated in round numbers at the present moment at 27,000,000. According to the note enclosed, obligingly supplied to me by Mr. Grose, there are 5,852,298 children of both sexes between the ages of five and thirteen. This appears a formidable number, but it is reducible at once by striking off the girls, with whom, as a separate class, taught by female teachers, we cannot at present deal, and of whom a very small proportion would, in the first instance, come to the boys' schools. The number of boys admissible to the elementary schools supported or aided by the State would be, according to the same return, 2,902,541, and if we add ten per cent. on the number of female children, as a certain number of girls will probably repair to the mixed schools which would be open to both sexes, attain a total of 3,197,516, of whom about 60,000 are, however, probably attending recognized schools at the present moment, leaving a balance of 3,137,516 to be provided for. Assuming fifty to be the average number of scholars in an elementary school, 62,750 schools, and more than that number of schoolmasters would be requisite for the education of the whole number of children who have a claim on assistance. It is obvious that we cannot contemplate the immediate creation of an establishment at all commensurate to the wants of the country. We must be satisfied with much less. The question now at issue is in what form, and on what scale, to begin so as to encroach gradually and equally upon the great mass of ignorance which lies before us.

7. It must be adopted as an axiom, that, as the whole country is to be taxed, the whole country is to be taught. It is indispensable, for the satisfaction of the people, that elementary teaching should be contemporaneously started over the whole surface of the Presidency, however thinly the schools may in the first instance be scattered. The benefit must be conferred and felt everywhere however faintly. For this purpose the first step should be the division of the Presidency into educational groups or circles, and I propose to lay down that these circles shall be formed subject to the following conditions:—

(1.) No educational circle shall interfere with the boundaries of a village, a taluq, a district, or a municipality, so that the educational limits shall remain in harmony with the existing sub-divisions of the Presidency.

(2.) The Educational Circles shall be formed so as to contain approximately 5,000 souls. Under these provisions the Presidency would be divided into 5,400 educational groups or circles, in each of which at least one elementary

school would at once be instituted or recognized by the State, thus affording elementary education to a minimum of 270,000 children, or within less than one-eleventh of the whole number to whom education is due.

8. It is extremely difficult to make even an approximate estimate of the charge which would be at once imposed by this operation on the Local Funds of the country. If all the schools were to be taught by State schoolmasters of recognized grades and fixed salaries nothing would be easier, but no such agency is at the disposal of the State, and, if it was, it ought not to be employed, for no one system is equally adapted to the wants and conditions of a population so diversified as that of Southern India. Direct Government agency, the grant-in-aid system, the results' system will, no doubt, all find their appropriate spheres of usefulness. In the Telugu and Oorish districts a large use of the first would probably be indispensable. In Tinnevely, Tanjore, and elsewhere, where there are vigorous and expansive independent educational agencies, the second might be appropriately used. In Malabar and Canara and some parts of the Carnatic the native elementary schools afford a basis for the application of the last. Government will employ no educational agency exclusively, and exclude none absolutely. Our course must be for a long time tentative, and a wide experience can alone determine the rules of State intervention in elementary education. No school can, however, have less than one teacher, and all schools having more than fifty scholars ought certainly to have more than one. It is probable that 5,400 schools would involve the payment, in one form or another, of at least 7,000 masters, who, at an average salary of Rupees 12 per mensem, would cost Rupees 10,08,000 per annum. If we assume the number of children instructed to be 270,000, and the monthly fee for ten months in the year to be two annas, the gross amount contributed by fees would be Rupees 3,37,500, leaving Rupees 6,70,500 chargeable to the Local Funds.

9. The charge for schoolmasters' wages is, however, far from being the only charge incumbent on Local Funds. There would be charges for building or hiring school-rooms, for books, slates, maps, boards, and other educational apparatus to which the Local Funds would have in the outset to be appropriated in conjunction with local contributions and payments by parents on account of their children. The rent of 5,400 rustic buildings, at Rupees 2 a month, would amount to Rupees 1,29,600 per annum, and, if we allow one rupee annually per head on 2,70,000 for the other purposes above mentioned, we arrive at a total of Rupees 3,99,600, of which one-half, or Rupees 1,99,800, might equitably be defrayed from local taxation. An aggregate charge would thus be laid on Local Funds of Rupees 8,70,300 on account of elementary schools.

10. The constitution of the normal schools for the education of elementary teachers will be defined by the Director of Public Instruction; but it appears to me that Government may be able to afford him some indication of the character which they desire to impress on these institutions, of the functions which they are designed to fulfil, and of the maximum expenditure which could be at present sanctioned. The primary duty of the normal school is to educate; but, with a view to the rapid dissemination of elementary teachers, it is not necessary that the pupil should be taken young, or that the education given should be of an elaborate or artificial nature. It is probable that many native

teachers of mature age will resort to the normal schools in order to make themselves acquainted with our printed lesson books; with the elements of geography; with the European method of calculations; with our familiar processes of instruction in classes; and with our common instruments of writing and cyphering. A few months' teaching would probably be enough for such purposes. It would be idle to attempt to impart rules and systems of teaching to these men which would be ill-adapted to the localities in which they will have to labor, as well as to the capacities and wants of their pupils. The object of this class of teachers will be, for the most part, to qualify themselves to obtain payment for results. There will, no doubt, also be many candidates for employment who have received a regular vernacular education in the Government schools or mission schools of the country, and who are practically acquainted with our methods of teaching, who will only require to have their knowledge expanded and directed, and who, after a short period of study, will be fitted to receive a certificate of competency and to be placed in charge of an elementary school with a small salary or grant-in-aid. Finally, there will be regular pupils receiving special education for a length of time, but these, I think, would not be very numerous, and would be formed for employment principally in the Telugu and Oorish Districts. The business of the masters in these training schools would be as much in examining and granting certificates of competency as in affording a regular system of technical education. It appears to me that the same masters might also be employed for the inspection of elementary schools which the present inspecting officers could not undertake in connexion with their existing duties. It would not, in the first instance, be desirable to embark in an expensive establishment of training schools on a scale proportioned to the number of educational circles to be supplied while we are so imperfectly acquainted with the natural resources for elementary teaching which the educated classes in the country may place at our disposal. Either in the form of an independent school, or in connexion with an existing school, the means of training and examining elementary schoolmasters should be provided in each district, but Mr. Powell should be directed not to provide at present for more than two such institutions in any district, and he should limit his establishment to thirty in all, which would afford one for each of the districts, one for the Neilgherries, one for Madras, and leave ten over for repartition in the more extensive districts and in those in which the spontaneous supply of teachers is least abundant.

11. The institution of training schools involving the employment of a numerous and superior class of teachers, and the payment of pensions in most instances, as I apprehend, to the recipients of instruction, would be costly. Considering the hire of houses, the salaries of teachers, the cost of educational apparatus and furniture, the disbursements to students, and the wages of servants, the annual charge for these schools would not be estimated at less than Rupees 5,000 for each. This would involve a charge to Local Funds for thirty schools of Rupees 1,50,000, making, with the items for the elementary schools previously set down, a total of Rupees 10,20,300 annually, as much, I think, as the Government could appropriate with prudence or manage with advantage during the first two or three years of the new system.

12. In addressing the Director of Public Instruction with reference to the institution of training schools, I think that the Government should record their

opinion that it is desirable to make special and careful provision for the improvement of the existing village teachers and for the education of their children. This order of men have undoubtedly rendered great services to the people of India in the absence of other means of elementary education; the office is, I believe, often a hereditary one, and it is desirable that the innovations now projected should be presented to the pial schoolmaster, not as a way of ruin, but rather as a way of promotion. We intend to adopt the son of the native "Vythian," and make him the educated physician of the people; we should treat the son of the village "Vathiar" in the same spirit.

13. Mr. Powell ought, also, to be directed to prepare a standard of qualification for elementary teachers which should entitle them to receive Government salaries or grants-in-aid, a scale of salaries for Government elementary teachers, and rules for payments to elementary schools on the results' system. All these particulars will be subject to many alterations hereafter, but we must have some basis of action in the first instance, however transitory.

14. If the Members of Government agree with me in the general outline of the scheme which I have submitted for the institution of elementary schools and training schools, we ought at once to determine by what means the localities contemplated by this project should be designated and defined.

15. The duty of delineating the educational groups or circles in the mofussil districts and municipalities may be undertaken most advantageously by the Collector, who has the greatest powers and opportunities of obtaining local information, and who will be at liberty to consult the Inspector of Schools and the various educational authorities within the sphere of his authority. The first elementary schools would, of course, be placed with reference to the convenience of the people in the educational circle likely to avail themselves of instruction, but also in some degree with reference to existing schools so as to use the schools which can be adapted to our system, and to leave those which cannot be so adapted uninjured.

16. The distribution of the training schools for elementary teachers should engage the early attention of the Director of Public Instruction, as suggested by Mr. Arbuthnot.

17. It appears to me that the Director of Public Instruction might also, with the assistance of his subordinate officers, frame a plan for the organization of elementary instruction in the Presidency Town. There can be no doubt that the main provisions contemplated by the Bill for municipal taxation now before the Legislative Council will eventually be applied in the Municipality of Madras as well as in the provincial municipalities. The municipal revenues of Madras will be rendered available for elementary education and for the support of dispensaries, and the municipality will be invested with the same powers of taxation that are now granted to other local bodies charged with the same duties. Far from remaining behind the other municipalities and the country districts in the course of social improvement, the Town of Madras ought to lead the way, and especially in regard to elementary education. Madras is the seat of Government, the station of the Director of Public Instruction, a principal sphere of action of several powerful educational agencies. All the influences which can promote the institution of popular instruction are concentrated here in a greater measure than elsewhere. On the other hand nowhere is there such a crowded population, nowhere so many outcast and vicious children, nowhere so many

elements of a criminal class, though happily such a class may not have been as yet absolutely formed. There are all the means and all the necessities. Madras might be the pattern municipality with reference to elementary education, and it ought to be so. In conformity with the rules submitted above, the Municipality of Madras, containing a population of 450,000 souls in an area of twenty-seven square miles, would be divided into ninety school circles, and would obtain at once ninety schools, which would, of course, be much more numerously attended than country schools, and would require a much larger staff of masters. There would be nearly 50,000 children of the school-going age, including ten per cent. of the girls, and probably instruction would be afforded, in the first instance, to not less than ten thousand. The organization of popular teaching in the capital would be a task of the most interesting character, and one which might be profitably undertaken by the head of the Educational Department, who, by being brought into direct personal contact with the interests and wants of the people, would obtain impressions and information highly useful to the Government and to himself in dealing with the question of elementary education throughout the country.

18. Mr. Arbuthnot has remarked that the native instruments of elementary instruction, the pyal schools, may be made in some measure the basis of our new establishment. As before stated, I entirely concur in this view of the question; but, in order to know how far and in what manner we can avail ourselves of these ancient vehicles of popular teaching, we must know what they actually are. I would, therefore, call upon all the Collectors acting for the country districts and municipalities, and upon the Director of Public Instruction acting for the Municipality of Madras, to submit reports on this question with reference to their several spheres of duty, directing their attention particularly to the following points:—

(1.) The number of existing pyal schools, their distribution, the number of scholars frequenting each, the character of the buildings, the system on which the buildings are provided and held.

(2.) The character of the masters, their caste, their education, their moral character, the means that could be employed for raising and improving them, and of adapting them to the requirements of a higher kind of elementary teaching.

(3.) The character of the scholars, their caste, the manner in which the different castes are admitted in the same school or held apart in different schools.

(4.) The character of the instruction given, having regard particularly to the use of the higher and the common dialects, to the nature of the books used, written or printed, on leaves or paper, to the material apparatus of instruction employed in writing and cyphering, to the method of calculation taught, to the hours of attendance, to the percentage of actual attendance, to vacations, to the age of the pupils, to the duration of education, to the system of rewards and punishments.

(5.) The remuneration of the teacher, the amount of fees, the manner in which they are paid, in relation to the character of instruction afforded or the position of the pupil, in money or in kind, regularly, or by way of gratuity and gift. The manner in which the books, writing-boards, and other educational apparatus are provided and paid for.

19. With information on these topics, and others which have not occurred

to me, but which will, no doubt, originate with the gentlemen to whom this inquiry is entrusted, we should be able to form a just appreciation of the useful capacity of the pyal teacher in different parts of the country, and of the extent to which this indigenous agency can be shaped to the purposes contemplated by Government.

20. I am sensible that objection may be taken to the opinion and the data submitted in this minute; but they may at least furnish some ground for argument, and assist the Members of Government in evolving a more distinct plan of action than has been hitherto presented.

No. 155.

On the same subject.

It is not necessary for me to enlarge here upon the first part of the minute communicated by Mr. Arbuthnot, under date of March 21st, respecting the system under which funds are to be levied under the recent local Taxation Acts for the development of popular schools.

2. I have stated elsewhere my reasons for affirming that the house-tax should not have been particularly appropriated to the purpose referred to, but that it should have been brought into operation generally for sanitary and other purposes, and especially for the support of normal schools and the educational inspectorate with which popular education is inseparably associated.

3. The Legislative Council has decided that the house-tax is not to be exacted except in connexion with the institution of popular schools. We are, therefore, practically in this position. The expenditure for normal schools and the educational inspectorate has to be defrayed from the rate levied on land assessment, the outlay on the popular schools or rate schools, whether in the way of institution and support or grants-in-aid, has to be defrayed from the house-tax specifically, which, however, remains subsequently available for other purposes.

4. I proceed to consider the suggestions offered by Mr. Arbuthnot in connexion with the law as it now stands.

The suggestions made by my honorable colleague have in view the following objects:—

(1.) The transfer to local and municipal funds of those charges now met from the general revenues which are incurred in connexion with elementary education.

(2.) The transfer of the expenditure for schools, instituted under the Madras Education Act of 1863, to local and municipal funds.

(3.) The formation of rate school unions so that existing popular schools, either aided by the State or supported under the Education Act of 1863, may be at once taken upon the proceeds of the house-tax.

(4.) The institution of normal schools or training schools for teachers.

(5.) The institution of an inquiry into the state of popular education in the Town of Madras.

(6.) A partial inquiry into the state of popular education by native agencies in different parts of the Presidency.

5. It is obviously indispensable at once to transfer to local and municipal funds a fair share of the expenditure now incurred from the Imperial grant on account of existing normal schools and the educational inspectorate. Mr. Arbuthnot proposes to charge two-thirds of the salary and travelling allowances of the Deputy Inspectors of Schools to local and municipal funds. I do not hold any definitive opinion on this point; but it appears to me that, in the present state of popular education, this proportion might appear too large. I would suggest half at first, expanding the proportion as the circle of duty in connexion with this purpose is enlarged. I would also say half the salary and allowances of the Inspecting Schoolmasters, at least for the first year, and one quarter of the cost of existing normal schools. The whole of the grants-in-aid to schools, designated as schools of the lower class, would be at once transferred to local rates. The points upon which I have touched, and in which, as it seems to me at first sight, Mr. Arbuthnot contemplates too abrupt and sweeping a change, might be determined by discussion in Council.

6. The transfer of the existing rate schools, under the Act of 1863, to the new basis of taxation, must, of course, be sanctioned at once, and, in order to effect this, "unions" should at once be created to include such schools and render the levy of a house-tax practicable.

7. The formation of rate school unions is a question of great importance. The Local Funds' Bill, as originally drafted, contemplated the imposition of a general measure of taxation derived from several sources, available for several purposes. The whole scheme of taxation was to be put in force, in some degree, at once, and to be applicable to popular education everywhere. I consequently proposed to form educational groups all over the country, and to plant out the popular schools as quickly as possible in a fixed proportion to population, so that, in some degree, wherever the people were taxed, the people should be taught. This measure of popular education would, of course, have been practically very unequal in its incidence, and it would have been everywhere very incommensurate to the popular need. But all over the general field of taxation there would have been some manifestation of actual benefit and the promise of more. The only impediment to the rapid institution of popular schools, under the system advised, would have been the want of schoolmasters. It would probably have taken two years to have obtained the number desired as a commencement. In the meantime there would have been in many places some low rate of taxation without an immediate and visible compensation in the form of an improved popular school, but the money would have been available for the general purposes of popular instruction, such as training schools and the inspectorate; or it might have been partially accumulated for future use. Under the present system the institution of rate schools may be more deliberate. The imposition of a special educational tax is to follow the institution of the school, except in rare cases, not to precede it. I still think, however, that it is desirable to form unions, without delay, all over the country, and that population should be the main basis. Much may be said for area, much for population, in practice both cases must be considered; but in a country where there are such vast uninhabited spaces, and where the people are, for the most part, congregated in villages and groups of villages, it seems to me that most may be said in favor of numbers. This view appears to me also to be rather strengthened by the

adoption of a house-tax which is really rather a population-tax than a property-tax, as the specific educational impost.

I would still advise the sub-division of the 'Local Funds' Circle into rate school unions containing at first approximately 5,000 souls, and institute in each a rate school or a school aided from the rates, and, having thus sown the new order of schools broadcast at wide intervals over the country, I would go on to sub-divide these original unions as fast as possible—as fast as the supply of schoolmasters and the amount of rates made it practicable. I think in this way the new system would be most easily and most systematically carried out, the schools would be propagated from a multitude of centres.

This question, however, may well become a matter for discussion in Council between the Members of Government.

8. With reference to the institution of training schools, I am disposed to think that I originally overrated the number which would be requisite. I should be satisfied to begin with one training school or examining and certificating school in each district, and I would use existing institutions, as far as possible, with the developments and adaptations which might be requisite.

The question might be dealt with by Mr. Powell as proposed by Mr. Arbuthnot.

9. In regard to an inquiry into the state of primary education in the city of Madras, I have nothing to add to my former statement on the subject. The Director of Public Instruction should present to Government and the Municipal Commission a picture of the existing state of affairs. The municipality would be moved by the Government to make some moderate provision, in the first instance, for the organization of an expansive system of primary education.

10. Mr. Arbuthnot has deprecated the institution of that wider inquiry into the condition of indigenous primary instruction throughout the Presidency which I suggested ten months ago. If instructions had been issued at that time we might now have been in possession of a great amount of curious information respecting native educational agencies, which would have been of essential utility in shaping our future course. Nevertheless, I consider that the inquiry should still be made. I do not think that the investigation of a few selected taluqs taken here and there would, in any degree, respond to our requirements. The districts in this Presidency differ most materially from each other in educational physiognomy, and it is not improbable that some of the districts contain considerable diversities of popular culture. The great question at issue is to ascertain how far the native pyal school can be made the basis or starting point for an improved primary school. This question, in my opinion, should be put and replied to in every district. In doing it, I would not employ the educational staff. I do not think it probable that they possess either the local knowledge or the powers and opportunities of comparative reasoning which we may hope to find in the junior ranks of the Civil Service. The Members of the Civil Service should be employed for their own benefit, and the benefit of the people, in every matter which concerns social improvement. They will, I think, be found to have more knowledge, more zeal, more access to the lower orders than any other agency. The inquiry will take time of course; but time should be given. If, during the present year, we can get our rate school unions formed, and our training schools organized, we shall do all that I expect to see effected.

The only additions which I have to make to Mr. Arbuthnot's suggestions are these—

(1.) That the Director of Public Instruction should be instructed to form, in connexion with his departmental subordinates, rules for the examination of rate school teachers who may present themselves for certificates of competency. It is desirable that the standard of qualification should be fixed.

(2.) The Director of Public Instruction should submit to Government a statement of the standard of education which should be afforded in rate schools. And here I think it right to record my opinion that we should start at once with two classes of rate schools, one of a superior, and one of a simple kind; the former embracing elementary instruction in English as well as the rudiments of common knowledge in the vernaculars; the latter, a strictly primary vernacular course.

No. 156.—NOVEMBER 8, 1870.

On the Scheme submitted by the Inspector-General of Police for the Revision of the Police Establishment.

The minutes circulated by Mr. Arbuthnot and Mr. Sim, respectively, on the 10th of August and the 15th of September last, embody so clear a narrative of the discussions which have taken place respecting the amount of the Madras Police Budget, that it cannot be necessary for me to revert to the past, except for the purpose of setting my own views and motives in a clear light.

2. The Government of India having conveyed to this Government the expression of their opinion that the net grant for Police expenditure, from the Imperial revenue for this Presidency, should not exceed thirty lakhs, and my impression, formed at Calcutta from personal intercourse with the Viceroy and the Members of the Supreme Government, being that it would be difficult, except on the strongest grounds founded in an absolute proved necessity, to obtain an appropriation exceeding from thirty-one to thirty-two lakhs, I circulated the proposals contained in a minute, dated January 10th, 1870. The views presented in that minute were not intended as the expression of any absolute convictions on my part as to what ought to be done or could be done in the way of retrenchment; they were offered rather in a suggestive spirit as the groundwork for discussion which might result in a modified scheme in which all the members of Government might concur.

3. The opinions subsequently recorded by Mr. Arbuthnot and Mr. Sim manifested a decided dissent from those which I had embodied in the minute above mentioned, and, though some features in my proposals have been included in all the projects of retrenchment since circulated, and must necessarily form part of any that could be devised, it was apparent that the Government could not bring a united assent to a plan of reduction and re-organization based in the main upon my suggestions.

4. The result of this discussion was, however, that the Inspector-General of Police was called upon to present a scheme of establishments showing the minimum of expenditure possible, consistent with a bare efficiency. He did so, and limited the Imperial appropriation, exclusive of municipal contributions, to thirty-two lakhs. In submitting this plan, which he did with

obvious reluctance, and perhaps, in some degree, in consequence of personal communications between him and myself, Major Hearn brought to prominent notice a vital question, the question of wages, one which, in connexion with a reduced numerical establishment, acquired a greater significance than it ever possessed before.

5. The majority of Government was little disposed to entertain the scheme of a Police establishment with a net appropriation of only thirty-two lakhs under any circumstances; but the sentiments embodied in Major Hearn's letter, respecting the dangers attached to insufficient rates of pay, not only induced my colleagues to pause, they had the same effect on myself, and I heartily concurred in a new requisition on Major Hearn, who was called upon to submit a deliberate statement embodying the rates of pay which he deemed necessary in the several ranks of the Police Force to maintain that high standard of moral and physical qualities without which the force would become worse than useless.

6. The report submitted by the Inspector-General under date of June 8th, 1870, in connexion with other suggestions, contains a plan of increased remuneration both for the petty officers and constables of the Madras Police, which, preserving the reduced numerical strength, would raise the gross expenditure to upwards of thirty-eight lakhs, and the Imperial grant to nearly thirty-six, irrespective of savings, a scale under which the actual Imperial expenditure, taking savings into account, might be reckoned at thirty-four and a half.

7. The proposals of the Inspector-General have not commanded the unqualified assent either of Mr. Arbuthnot or of Mr. Sim. The Senior Member of Council accepts the increased rates of pay for the petty officers, but considers that the rates for the constables may be regarded as decidedly overcharged. Mr. Sim demurs to the rates awarded to the petty officers, but passes with some diminution and modification those suggested for the rank and file.

8. The alterations presented by Mr. Arbuthnot would effect a reduction of Major Hearn's estimates to the extent of considerably more than a lakh, exhibiting a gross estimate of nearly thirty-seven lakhs, a net estimate for Imperial appropriation of more than thirty-four, and an actual Imperial expenditure, taking savings into account, of about thirty-three. The financial result of the changes proposed by Mr. Sim was not set down in his minute. They are stated by Major Hearn, in a memorandum obligingly furnished to me, to involve a saving of more than eighty-seven thousand rupees; but of this sum, according to the Inspector-General, only fourteen thousand would be economized by the reduction of the rates of pay suggested by Major Hearn for the petty officers.

9. My first impression was to accept the retrenchments proposed by both my colleagues, retrenching both on the rates suggested by Major Hearn for the petty officers and the constables; but on full consideration, and after consulting with the Inspector-General, I am satisfied that the scale of remuneration advised by him for the petty officers is one which ought to be adopted with the view of affording those attractions and rewards which operate so powerfully in maintaining contentment and emulation in a body of this nature. With reference to the wages of the constables, I conclude that it is desirable to adopt approximately the lower scale suggested by Mr. Arbuthnot with such adaptations of detail as the Inspector-General may counsel for different localities. Major Hearn, I have reason to believe, does not now stand on the absolute necessity of the higher rates inserted in his last report for the constables, while the cheapness of provisions

consequent on two prosperous seasons promises to render the position of the force more easy, and to prevent any further rise in the rate of wages throughout the country. In the memorandum enclosed Major Hearn suggests rates of wages for the constables ranging between those suggested by Mr. Arbuthnot and those suggested by Mr. Sim. I think that something may be left to the discretion and local knowledge of the Inspector-General in this matter, subject to the condition that the whole Budget Estimate does not exceed a sum fixed as a maximum.

10. On a review of the whole question, it seems to me that Major Hearn should be directed to prepare his Budget Estimate for a Police establishment not involving an expenditure of more than thirty-seven lakhs from all sources. The proportion of municipal contribution cannot now be accurately estimated. It will depend upon the course followed by Government in regard to the Bills for local taxation now pending. If, however, we estimate the local contribution, in round numbers, at two lakhs seventy thousand rupees, and the amount of savings at one lakh thirty thousand, which seems to be contemplated by Major Hearn, the net charge to the Imperial revenue would be thirty-three lakhs, an amount which, I trust, the Supreme Government will not, on re-considering the subject, consider excessive, having in view the peculiar circumstances of this Presidency, and the retrenchments which this Government have effected and are prepared to effect in other departments. If the net charge to the Imperial revenue should not exceed thirty-three lakhs, a saving of more than three lakhs would still be effected on the Police expenditure of this Presidency in connexion with the recent movement for economy in all the branches of public expenditure.

11. In submitting these views, I do not wish it to be understood that I have, in all respects, altered the opinions which I expressed on a previous occasion. On some points indeed I see objections in a stronger light than I did before; on others my sentiments are unchanged; but, in respect to the latter, I stand alone, having the Commander-in-Chief and my other colleagues in Council against me. No other course is open to me but to conform to the views of the majority, which I cheerfully do, trusting that other prospectives of economy may be opened in other departments in which all the Members of Government will feel themselves better able to co-operate in meeting the wishes of the Government of India.

No. 157.—NOVEMBER 18, 1870.

On a proposed Reduction in the Body Guard of the Governor of Madras.

The accompanying communication from the Government of India, under date of October 12th, 1870, contemplates the reduction of the Body Guard of the Governor of Madras on two grounds:—

1st.—With a view to general military economy.

2nd.—Because the Viceroy has reduced his Body Guard.

I purpose to consider the question in both aspects.

A retrenchment of expenditure connected with the Body Guard might be urged, 1st, with reference to the European officers; 2nd, with reference to the Native officers, Non-commissioned officers, and troopers.

I submit, with reference to the European officers, that, under present circumstances, nothing would be saved by disturbing the present arrangements.

The Body Guard possesses a Commandant, at present a Madras Staff Corps Lieutenant-Colonel and Brevet-Colonel, and an Adjutant, a Lieutenant of Cavalry in the General List, Bengal Establishment.

It is not proposed to disturb existing interests. Colonel MacGregor will, therefore, be left in command till absorbed or otherwise provided for. But, supposing Colonel MacGregor to be removed, no object, as it appears to me, would be gained by giving the command to a Captain in preference to a Field Officer. The Captain would draw the same command allowances, and a Field Officer would be left on the Unemployed List, which is already burdened with so many applicants for service. While Captains are rare and required elsewhere, Majors and Lieutenant-Colonels are numerous and clamorous for duty. I venture to affirm that His Excellency the Commander-in-Chief would much rather see the Body Guard in this Presidency bestowed on a Field Officer than on a Captain, and the former does not cost the State one farthing more than the latter.

With reference to the Adjutant no saving can be effected except by abolishing the post altogether, but this would be most inexpedient.

The duties of the Body Guard are rather complicated and multifarious. They are the personal guard of the Governor; they are employed as messengers in the service of the Governor and Government; they appear as a regular force of Cavalry on parade; they might be made useful as a mounted police force in the city in case of emergency; they are the only body of Cavalry in the southern portion of the Presidency. It is important that this force should not be given up to the sole command of an officer without experience of the corps, the duty, and the locality, which would be the case if only one European officer was maintained in the event of the illness or absence of the Commandant.

The necessity of having two European officers is very apparent, and accordingly two are maintained in the Body Guard of His Excellency the Viceroy, whose duties are of a simpler character.

The present Adjutant costs more to the Body Guard than probably would be the case with his successor, for he is a Regimental Lieutenant of Cavalry with Rupees 365-4-0 per mensem, whereas his successor might probably be a Staff Corps Lieutenant with Rupees 225-12-0.

Nothing is, in fact, to be gained by a reduction of the European officers in the Body Guard.

In dealing with the question of a reduction in the Native officers, Non-commissioned officers, and privates I would observe that the Body Guard in Madras is drawn almost entirely from the regiments of Regular Cavalry, and that it is solely recruited from them while the regiments are not recruited at all, being in course of gradual reduction or extinction by absorption with a view to the eventual introduction of the irregular system.

To reduce the number of troopers from 100 to 70 would be of no advantage at all, but of considerable detriment. They would return to their regiments where they would cost as much in all respects, except with reference to clothing, while the guard would be destroyed as a military force, and seriously impaired as a useful and ceremonial body.

I venture to express my hope that the Government of India will not insist on a reduction of this nature. The guard is not at all too numerous for its duties at present. On the occasion of the recent visit of His Royal Highness the

Duke of Edinburgh, it was with great difficulty, in the absence of any other Cavalry force, that the proper attendance was rendered to His Royal Highness, to the Governor, and to the numerous Princes and Chiefs who were convoked to the capital. The same difficulty would be felt on other similar occasions, and I need not say that the despatch of a detachment of Cavalry from Bellary would be attended with inconvenience and expense.

It must be remembered, too, that the Madras Mounted Police has been abolished, that of the four Cavalry Regiments belonging to the Madras Army, three are stationed out of the Presidency, and that there is not a single Cavalry soldier except the troopers of the Body Guard for sudden emergent duty in the whole Carnatic. If we regard the composition of the Brigade at the Presidency, I consider that it is to be regretted that the Body Guard is not more numerous than it actually is. It ought rather to be augmented by a larger draft on the other regiments than diminished.

While I would respectfully deprecate any reduction of the numerical force in the ranks, I have ascertained to my satisfaction that the establishment of Non-commissioned officers, &c., might be considerably retrenched with some saving to the State, and a large diminution in the cost of the corps.

A return of the actual establishment is enclosed, with a table showing the reduction which Colonel MacGregor can sanction without impairing the efficiency of the corps.

The actual saving to the State is Rupees 1,640-14-0 per annum; the annual reduction of expenditure on account of the guard is Rupees 6,167.

To this sum must be added a small saving in the expense of dress attained by the discharge of some and the return of others to their regiments where the cost of uniform and accoutrements is smaller.

The only other means of reduction which I could suggest would be alteration of uniform either in conformity with the uniform of the Regular Cavalry or in conformity with the costume of the Native Irregulars of the North of India.

I would regret either. The uniform of the Body Guard should be rather more ornamental than that of the Regular Cavalry, with a view to their ceremonial character, and it must be more substantial on account of the greater wear and tear incidental to their employment in carrying despatches and other fatigue duty. Nor would it, in my opinion, be politic in this part of India to change the European dress for an Asiatic costume. The people here respect the European uniform, the Body Guard soldier is in their eyes a very superior person to the Sowar of a Zemindar's retinue, the men themselves prefer their uniform—they would consider themselves slighted and degraded by the change.

Some little saving may be effected by an alteration in accoutrements. To this point the attention of Colonel MacGregor will be directed. The uniform of the Body Guard at Madras, though more costly than that of the Regular Cavalry, is cheaper and less ornamental than that of the Viceroy's Body Guard, and very properly so.

Having thus met the views of the Supreme Government as far as I conscientiously can with regard to reduction of expenditure, it only remains for me to deal with the question suggested in the 4th paragraph of the letter from Lieutenant-Colonel Johnson, to the Military Secretary to Government, viz., that it would seem appropriate that the strength and establishment of the Governor's Body Guard should be brought down to a scale not exceeding that of the Body Guard

of the Viceroy. By the scale now submitted, the establishments are approximately reduced to the scale referred to, the question of strength alone remains. I trust I may be permitted to affirm that there is no impropriety in the Governor of Madras possessing one hundred troopers in his Body Guard, while the Viceroy retains only seventy.

The duties of the Body Guard at Madras are, as remarked above, very different from those of the Body Guard at Calcutta, and much more onerous; the positive charge to the State under the new scale of establishment will be almost nothing for the Native ranks, while His Excellency the Viceroy possesses and employs, both for business and ceremonial purposes, besides the Body Guard at Calcutta, a squadron of Native Cavalry stationed at Barrackpore.

If, however, this was not the case, and if the escort of seventy Native troopers was all the force available for ceremony and despatches at Calcutta, still I am not able to see how the consideration due to the exalted office of the Viceroy could suffer by the fact that the Governor of Madras, at a distance of 800 miles, can claim the services of thirty more troopers than His Excellency.

No one here knows anything of the Body Guard at Calcutta, no one at Calcutta knows anything of the Body Guard at Madras. They are invisible to each other, and are uncontrasted by the rest of the world.

In conclusion, I would suggest that a letter should be addressed to the Supreme Government in the Military Department, submitting the project of reduction referred to above, and recommending that in other respects the constitution and numbers of the Body Guard at Madras should be left unchanged until the introduction of the irregular system in the Madras Cavalry has been effected.

No. 158.—NOVEMBER 22, 1870.

Advocating the Transfer of the Native Infantry Regiment cantoned at Vepery to a site near Marshall's Road.

It has always been my earnest desire to see the Native troops stationed at the Presidency properly lodged. We can do little for the Native Army. All the greater questions affecting its welfare and constitution are surrounded by difficulties. I have scarcely ventured to raise them. But there are small practical benefits which can be conferred without much contrivance or much cost. If we can do nothing else for the troops, we can at least give them safe, dry, airy, convenient quarters in proper juxtaposition with their places of exercise.

2. It is not more than four years ago that I brought to the notice of His Excellency Sir Gaspard LeMarchant that the Native regiment lodged at Royapuram was only half-accommodated with huts, that a large number of the men were scattered in the town, and that the houses which did exist in the lines were without any order, decency, or conservancy—a mere congeries of hovels as bad as those of the basest pariahs in the neighbourhood.

3. By the liberality of Government, the solicitude of the Regimental officers, and the exertions of the troops the regiment is now lodged in decent huts, not by any means such as I would like to see, but perhaps superior to the average of native soldiers' habitations.

4. The Vepery regiment subsequently attracted the attention of Government. Their present lines had long been an object of animadversion to

the Sanitary authorities, and were regarded as most unsatisfactory by the Commanding officers. In 1866 the regiment was partly driven out by an inundation. The families were put to great inconvenience and expense. They received a partial compensation by an appropriation of Rupees 442 for the repair of their huts, and the question of transferring the regiment to a better locality was seriously debated.

5. In company with His Excellency General McCleverty, I inspected two places which had been recommended by a committee embodied to consider the subject. His Excellency the Commander-in-Chief, with my full concurrence, decided in favor of a site near Marshall's Road, which was susceptible of expansion at a moderate cost, and which was at a reasonable distance from the general parade ground. All the preliminary steps were taken to carry out the scheme. It was, however, frustrated by some local opposition on the part of neighbouring house-holders, and in part, I think, by the objections of Mr. Phillips. At any rate the project fell to the ground, and it was determined to send the regiment to Palaveram, contrary to a strong opinion which I recorded at the time.

6. The despatch of the regiment to Palaveram would have necessitated changes of guards in Madras and the substitution of police for soldiers. This was found to be inconvenient, the police being already overburdened with duty and being diminished in strength. The removal never took place. The regiment remained where it was, and, after the lapse of four years, another inundation has occurred, with a repetition of the same hardships and vexations to the troops. On the 17th or 18th of October last the whole of the lines were flooded, 26 huts were entirely levelled, 150 were partially injured, 500 walls and court-yards were damaged, 80 families were driven into lodgings in the town, and the water stood deeply on the ground in various places for several days. A demand for pecuniary compensation will again be presented, which, I do not doubt, the Government will readily respond to.

7. This incident has induced me to renew my efforts with His Excellency the Commander-in-Chief, with the view of obtaining his consent to the transfer of the regiment to the site near Marshall's Road, and to the construction of a scheme of native lines which shall be a model, instead of a reproach, but without any extravagance or material innovation. All I aspire to is the construction of the same class of native cottages on a rather larger scale, in regular order, with good open spaces, with shade trees, with wells at convenient intervals, and with some provision for light, ventilation, and, if possible, for the escape of smoke. I would also desire to see a proper provision for elementary schools, which we may hope to have established before long on an improved system. In short, I would set up the Sapper Lines at Bangalore as a pattern, and improve upon it.

8. With the view of attaining this object, I would insert a commensurate provision in the Military Budget of the year 1871-72. I would order down a small party of Sappers from Bangalore to direct the work, and I would execute the whole at Government expense in two years, except that the men of the regiment should be fully employed, and that their labor should be gratuitous.

9. I would at the same time invite my colleagues to re-consider the order under which one of the Madras regiments was to be transferred to Palaveram. I continue to object to the move on the following grounds:—

(1.) The change would throw a greater share of work on the police, which is reduced in numbers and threatened in its efficiency.

(2.) The regiment would be comparatively isolated. It could not be brigaded and exercised with the English regiment. It would be deprived of the benefits of inspection, comparison, and emulation.

(3.) The officers would be removed from Madras to an out-of-the-way place, where they would lose the advantages of lodging, study, social relaxation, and professional improvement which they now enjoy, and the deprivation of which would be felt and resented.

(4.) Because the regiment would be much less conveniently placed for service at the capital in case of emergency, or for service in the interior or abroad.

10. There must be three regiments of Native Infantry kept at the capital. Instead of being among the least favored in the Presidency, they ought to be, as far as circumstances will allow, the best—the best drilled, disciplined, taught and lodged, the most advanced in most respects, because they are under the eye of the Commander-in-Chief and the Government. They will always labor under certain disadvantages compared with those at Bangalore in reference to climate and health, but in other matters, they need not be behind. At this moment the Vepery regiment is, in the opinion of Colonel Coode, worse lodged than any regiment of which he has any knowledge.

No. 159.—NOVEMBER 23, 1870.

Suggesting the Transfer of the Regiment stationed at Palamcottah to Bangalore as a movement in further concentration of the Native Army.

At a moment when we are about to discuss the appropriation in the Military Budget for the coming year I wish to bring under the notice of my colleagues the expediency of making some provision for the further concentration of the native army, an object which has been generally regarded as one of paramount importance for the drill, discipline, and efficiency of the troops, and for the satisfaction and improvement of the officers.

The prevailing sentiment in this Government is, I believe, that the single regiment stations should be gradually extinguished, and that the native corps should be all grouped eventually in connexion with the English regiments and the artillery.

We have now Waltair, Vizianagram, Berhampore, Vellore, Quilon, Palamcottah, and Mangalore in the limits of the Presidency, at which single regiments are stationed.

It seems not improbable that projected military reductions may remove some of these regiments altogether, but this reflection should not prevent a prudent movement on our part towards consolidation. Even with a considerable reduction of the whole force of the Madras Native Army, there would always be some reserve maintained for reliefs and foreign service beyond the actual wants of the Presidency. Such regiments should be stationed in connexion with others of their own class and with British regiments for reasons which it is not necessary here to repeat, as they are well known and generally assented to.

My present proposal is to insert a provision in the new budget for the transfer of the regiment now stationed at Palamcottah to Bangalore. The appropriation should, in my humble judgment, contemplate the construction of native lines at Bangalore without any direct pecuniary cost to the troops, but with their gratuitous labor co-operation. A portion at least of the expense would be provided for by the sale of military buildings at the deserted station.

Instruction should be given in the Military Department for the selection of the most appropriate site at Bangalore, and preliminary arrangements should be made for the arrival of the regiment and for the commencement of the works.

I have suggested the evacuation of Palamcottah in preference to any of the other stations, because Palamcottah appears to me to offer the least embarrassment and the least ground for objection. Should the Government adhere to my proposal in principle, they would, of course, defer to the wishes of His Excellency the Commander-in-Chief should he desire to commence operations at any other place.

No. 160.—JANUARY 18, 1871.

On the subject of the Armament required for Fort Saint George.

I agree entirely in the views expressed by His Excellency the Commander-in-Chief.

The fort should be armed entirely with a view to resisting an attack from the land side by a native insurrectionary force. The sea defences of the fort are of no use. The roadstead should be protected by the erection of three low sand-bag or other cheap batteries at the spots designated by His Excellency. In my humble judgment they should be laid out and armed at once, and that the labor of the Madras Sappers and Native Corps should be exclusively employed.

I would not wait for the apparatus necessary for the Moncrieff system, but construct the defences and put in the heaviest guns we can get.

All the European and Native troops should be exercised at these guns on the sea-face of the Presidency town.

No. 161.—JANUARY 21, 1871.

On the proposed withdrawal of the privilege enjoyed by the Local Governments of corresponding directly with Her Majesty's Government in England.

I agree so completely with the general tenor of the remarks submitted by Mr. Arbuthnot that I feel myself exonerated from any expression of opinion at length.

2. The general power of correspondence vested in the Local Governments with the Secretary of State belonged to the circumstances of a different age. The grounds on which such a power was granted and exercised have disappeared. The habit of separate correspondence with the Secretary of State may produce delays, contradictions, and complications, but it does not secure the subordinate Governments in the enjoyment of any substantial independence, nor does it guarantee to them that faculty of a last appeal to the definitive decision of the

Secretary of State in any greater measure than that which they would possess by addressing the Secretary of State through the Viceroy.

3. I concur in the principles embodied in the letter from the Secretary to the Government of India, under date of August 6th, except with reference to one sentence in paragraph 9. In that paragraph it is intimated that "when a Local Government dissents from a decision of the Government of India and would either formally appeal to the Secretary of State or question the orders given, the proper course is for such Local Government not to address a separate despatch direct to the Secretary of State, but to move the Supreme Government to refer the question to Her Majesty's Government."

4. If the expressions "move the Supreme Government to refer the question to Her Majesty's Government" are intended to convey the meaning that the Local Government is not to frame their appeal in the form of a letter to the Secretary of State or that the Supreme Government is to exercise any option as to the expediency of forwarding the appeal, then I think that the proposal of the Supreme Government would be highly prejudicial to the interests of the subordinate Government. What we want is the power of prompt decisive appeal to the Secretary of State against unreflecting or partial decisions of the Supreme Government, accompanied by all the information which the Local Government and the Supreme Government can throw upon the question under discussion. To ensure such an appeal I consider that the Local Government should address the Secretary of State in the form of a letter which would be transmitted through the Viceroy, who would be bound to forward it with such remarks as he deemed expedient, a copy of such remarks being furnished to the subordinate Government concerned. In order to check unnecessary delay a duplicate of the letter from the subordinate Government would be sent direct to the Secretary of State in a covering letter. The Secretary of State would thus be made aware of the matter under debate, he would take no decision until the reference reached him from the Viceroy, but he would be able to prompt the Viceroy to early action should the question from any cause rest too long in his hands.

5. The appeals to which I refer should be made as rarely as possible. If the subordinate Governments were fairly and fully represented in the Council and the Secretariat of the Supreme Government, and if the Supreme Government was detached from all local influences and placed in a truly Imperial position, such appeals would probably altogether disappear. I trust I may affirm that this Government is not possessed with unfriendly spirit towards the Supreme Government. On the contrary, we shall all no doubt recognize, with Mr. Arbuthnot, the liberal tendencies which that Government, under the present Viceroy, has evinced towards the subordinate Governments, but the power of appeal is one which cannot yet be safely dispensed with. We desire to retain it, but in a form consistent with the dignity and authority of the Viceroy and with the convenience of public business.

No. 162.—APRIL 13, 1871.

On the question of the participation of the Legislative Council in the discussion of Provincial and Local Funds' appropriations.

I have little to add to the minute recorded by my honorable colleague, Mr. Arbuthnot, which embodies in general my sentiments with reference to the

participation of the Legislative Council in the discussion of Provincial and Local Funds' appropriations.

2. The measure has been contemplated by the Government of India; the suggestion has exercised considerable influence on the deliberations of the Legislative Council here; it is conformable to views expressed by Mr. Arbuthnot and myself on previous occasions. I consider that we are engaged to it, that we must continue to advocate it, and do all we can to carry it into execution.

3. I do not anticipate any large share of practical action on the part of the Legislative Council in this matter. The local funds will be voted in local committees, in which the wants of the country will be best understood; the appropriations will be revised by the Executive Council with the benefit of the advice of experienced Revenue officers and with the strongest inclination to meet the views of the parties directly interested. It is not probable that the unofficial Members of the Legislative Council will enter upon a course of meddling intervention in detail where local and superior authority have already recorded their decisions; but I expect some advantage from publicity and some from actual criticism and suggestion. Publicity will keep up a livelier interest in the appropriation of local and provincial funds, stimulate the attention of Government, and prevent their action from degenerating into indifference and routine. The criticism of the unofficial Members may not often be exerted for the benefit of localities or with a better knowledge of their wants; but the application of local and provincial funds involves many questions of importance concerning education, police, prison discipline, sanitation, and medical establishments, in which the unofficial Members may be very competent to offer valuable counsel and to represent the sentiments of large classes of the community in an authoritative manner. Such expressions of opinion may not have an immediate effect in particular instances, but they will not be without influence in shaping the course taken both by the Local Funds Committees and the Executive Government.

4. I am not disposed to ascribe much importance to the objections urged by Mr. Sim on the score of legal difficulties, or the views of Government and Parliament in former times, or with reference to the irresponsible character of non-official Members. The principles of government in India are in a state of gradual transformation. I do not think that the non-official Members will be factious or the official Members inflexible. I believe that the deliberations of our Legislative Councils on local funds' appropriations will be conciliatory and harmonious, that the method will be conformable to the spirit of the age, and that the results will be satisfactory.

No. 163.—JUNE 21, 1871.

On the inexpediency of making any further advance to the Madras Irrigation and Canal Company or of incurring any further obligation in connexion with the works.

The points which the Secretary of State has specially recommended to the notice of Government are as follow:—

- (1.) The design and construction of the canal.
- (2.) The adaptation of the canal for the purpose of irrigation in the country which it traverses.

(3.) The probability of water being freely taken up by the ryots at the rates prescribed.

(4.) The expediency of expanding the scheme of works to the full extent contemplated by the company.

(5.) The power of the State to complete the system of works should they be withdrawn from the agency of the company.

It will be generally admitted now that the design of the canal is not entirely satisfactory, and that the construction of the works is in part extremely defective. The Government are aware, both by competent advice and by actual experience, that sufficient provision has not been made either for the passage of water under the canal or for the discharge of the maximum amount of water from the canal itself. These are defects of design. But they are defects of design which the Government have failed to discover at the proper time, and which are susceptible of easy remedy. There will be no serious difficulty in effecting additional passages for the water courses of the country, which traverse the line of the canal at a low level. There will be no difficulty whatever in providing additional waste weirs in the banks of the canal. The defects alluded to do not appear to me to be more important or conspicuous than might have been expected in a work of great extent and of a novel character. Similar imperfections and omissions would probably be discovered at the outset in the construction of any considerable irrigation work in the country, executed by any agency at the disposal of Government. Defects of a corresponding character might, for instance, be indicated in the tank and channel works constructed recently for the increase of irrigation in the vicinity of Madras and the supply of the city with water—works carried on with every advantage of executive and inspecting agency. Another defect in the design of the canal may perhaps be the extensive use of perpendicular masonry walls as the retaining walls of the canal and of the reservoirs into which the canal frequently expands, in lieu of sloping earth walls, after the universal fashion of the country. But here again the plan of perpendicular masonry walls has been accepted by Government, and it is undoubtedly warranted by the sanction of high professional authority. As far as the design of the works is concerned the Government have, I think, at this stage no equitable right to complain. The design may in some particulars be erroneous, but the errors are as much those of the Government as of the company. The defects of construction or execution are probably more serious than those of design. It is a fact that up to the present time the canal has always breached somewhere when it has been partially filled. Both the masonry walls and the earth banks of the canal are of indifferent materials and of faulty execution in the portions of the work first constructed. To what extent these defects prevail it is difficult at present to affirm. The Secretary for the Department of Public Works, who was lately Consulting Engineer for Government, and who is intimately acquainted with the works, takes a most unfavorable view of the capacity of the upper portion of the canal to contain the water for which it is designed with safety. He anticipates repeated disasters and expensive reconstructions. The opinion of Colonel Carpendale is entitled to much consideration, and it is difficult not to share his foreboding views. But here again I must admit that the Government may be considered in some measure as participators in the mistakes or neglects of the company. The works of the canal were constantly open to inspection and control. The Government have constantly entertained an officer as Consulting

Engineer for the exercise of this duty. If it be urged that this officer could not always be present during the progress of the works, it may be contended, on the other side, that the Government might have increased their inspecting agency. It is true that the Consulting Engineers have on various occasions severely criticised the works, but the works were nevertheless not pulled down, and they were permitted to be proceeded with. The Government appear to me to have failed to interfere at an early period with sufficient energy. I am constrained to admit that the Government are in some degree a party to the grave defects of construction as well as to the less important errors of design. It seems to me that it is too late now to take serious exception to the execution of works carried out under the eyes of a Consulting Engineer seven or eight years ago. In a word the works of the canal are neither in respect to design nor execution completed to the satisfaction of Government, but the Government are in part to blame.

2. The adaptation of the canal for the purpose of irrigating the country which it traverses must be admitted by Government. We may regret that the works have been of a far more expensive character than would have been requisite if the canal had been restricted to the use of irrigation, but the objects of navigation were admitted by Government and the Secretary of State deliberately. The canal is an extravagant one for the purpose of irrigation, but it is well adapted for irrigation in connexion with its other use.

3. It may be assumed, I think, that the water would be freely taken up by the ryots at the rates prescribed if the works should prove of a durable and trustworthy character. The ryots will take the water if they can rely on the supply. We must, however, be prepared, in the first instance, to meet with considerable hesitation in consequence of the reiterated failure of the works, and that hesitation would be aggravated by any future accidents. Under all the circumstances, we should submit that the expansion of irrigation will be very gradual, and many years must elapse before any return can be expected in the least degree responding to the outlay that has been incurred.

4. It is very difficult to give an unqualified opinion with reference to the expediency of extending the scheme of navigation and irrigation works to the dimensions contemplated by the Secretary of State, the Government, and the company at an earlier period.

The present canal is a navigation and irrigation canal, which can only, under the most favorable circumstances, do more than half its duty on account of a failure of water during half the year. To give a permanent supply and to make navigation a reality it would be necessary to undertake the construction of vast reservoirs on the head waters of the Toongabudra or its affluents. An indispensable feature in the scheme of extension is the construction of these reservoirs. The company have three under-surveys, known as the Luckavully, the Toonga, and the Masoor tanks. No complete surveys and estimates of any of these three works, embracing all the sources of expenditure, have been prepared up to the present moment, and when framed and presented to Government they could not command an unhesitating confidence, for the execution of these immense storage works would be a novelty in our system of public works. The English Government has not constructed any great tanks up to the present time, and the cost of works by which ancient tanks have been improved and enlarged has, in our recent experience, greatly exceeded the original estimates. I understand, however, that the engineers of the company do not anticipate that they can construct the three

reservoirs referred to, excluding indemnity, for less than £1,080,000. The storage works referred to would, however, not be requisite for the navigation of the Kurnool and Nellore canals alone, they would supply water for a second crop over the whole area of wet cultivation contemplated in the complete scheme.

Besides the reservoirs alluded to above the complete scheme of extension contemplates the construction of three systems of irrigation canals, one of which at least must be connected with navigation, inasmuch as it is a development of the existing canal. These are—

1st.—The Upper Bellary scheme under the Walliapuram anicut, which, in the form recently presented by Mr. Gordon, and termed the Hoosoor scheme, is estimated to cost £1,250,000.

2ndly.—The Lower Bellary scheme, of which two projects are entertained, which we may set down at £200,000.

3rdly.—The Nellore extension between Cuddapah and the backwater of the coast, estimated at £1,072,000.

The aggregate expenditure for reservoir and canal works under the scheme contemplated above would thus be £3,602,000, to which must be added the sum for which the company are now indebted to Government, namely, £600,000, making a grand total of £4,202,000, which it would be incumbent on the company to raise under a State guarantee should the general scheme of extension be adopted and the execution of the works be entrusted to the company. It can hardly be doubted, however, that the expenditure on the works would far exceed these estimates. It is not at all my desire to reproach the company with the appalling errors in the original estimates, under which the existing works were sanctioned and partly constructed. I am willing to believe that mistakes of such unparalleled magnitude could not be made again. The officers of the company have gained experience, they would go in future on much safer ground, and their ability and trustworthiness are guaranteed by the excellence of their later performances. But we have no experience whatever in this country of extensive enterprises of this character, in which unforeseen difficulties are not encountered, and in which unforeseen expenditure is not incurred. I feel confident that I shall not be considered unreasonable if I add 25 per cent. to the general hypothetical estimates indicated above, and assert that the complete scheme of extension works contemplated by the company would cost at least, including the repayment of the loan, £5,000,000. The question before us, therefore, is simply this:—Should we be justified in advising the Government of India and the Secretary of State to guarantee the company in raising the sum of £5,000,000? I reply, without the slightest hesitation, that we should not be justified.

In my humble judgment the Government would not be justified in sanctioning an extension of these works or in incurring any expenditure whatever until we have ascertained, by actual experience, to what extent the existing works can be rendered remunerative, having in view the character of the works themselves and the extent to which the people of the country will avail themselves of the benefits placed at their disposal.

5. The last question suggested in the despatch of the Secretary of State admits, I think, of an easy reply. If the extension works should be prosecuted now or hereafter, the Government can undertake the enterprise by departmental agency with greater advantages than would be at the disposal of any company for the following reasons:—First, the funds could be procured by the Government

of India on loan on easier terms; secondly, the works could be executed more economically by existing establishments with the temporary expansion which might be requisite; thirdly, the intervention of a foreign agency in some degree between the Government and their subjects would be avoided.

In conclusion I beg to submit my opinion that this Government should state in the most unequivocal terms that it would be inexpedient to make any further advance to the existing company, or to incur any further obligation in connexion with them, and that the Secretary of State should avail himself of any occasion which may offer to negotiate, on reasonable terms, for the surrender to the State of all rights and privileges which the company may possess in the existing works, having due regard to the interests of the shareholders. Taking, however, a liberal and equitable view of the position of the company in reference to the existing works and to this Government, I would not advise any attempt to claim possession of the works on the grounds of a failure on the part of the company to fulfil the conditions of their contract.

No. 164.—JULY 6, 1871.

On the establishment of Experimental Farms in the Provinces.

In laying out a plan for experimental farms we must have a distinct view of the objects at which we are aiming, in order that the means may correspond exactly to the end. As I understand it the capital objects are as follow:—

- (1.) To ascertain by experiment the proper use of rotation in crops in this country.
- (2.) To introduce the use of root or green crops in lieu of fallow without artificial irrigation.
- (3.) To introduce new crops.
- (4.) To provide new kinds of seed and changes of seed for the crops now cultivated.
- (5.) To make experiments in the use of water for the cultivation of crops now termed dry crops, and for raising grasses and other crops to be used as fodder.
- (6.) To make experiments in the use of lime and other manures—mineral and animal.
- (7.) To introduce new and improved implements of rural labor.
- (8.) To improve the working cattle, sheep, horses, and other varieties of live stock in the country.

2. If these be the purposes which we chiefly have in contemplation, it is evident that our scheme is mainly one for the amelioration of dry cultivation. The wet cultivation is, of course, incidentally touched with reference to seed and implements of labor; but the main objects of inquiry and experiment are dry grains, cotton, silk, tobacco, wool, indigo, &c.; in fact, we may almost leave the rice-crop out of sight, except in regard to seed. There can be little doubt that the cultivation of rice and of the sugar-cane is well practised, and a due economy of water is the only point which need attract our interest at present.

3. Having in view the number of objects at issue, the farms should be—

- (1.) Of considerable area.
- (2.) Placed in different climates and at different elevations.

(3.) Placed conveniently with reference to water-supply, minerals, markets, and communications.

4. It appears to me that we should not take up, if possible, less than 200 acres for each farm. Mr. Robertson would not, in the first instance, contemplate the reclamation and culture of more than 100 acres in each, but the expense of acquiring ordinary dry soil is not very great, and it is wise to have at our command a considerable area for future expansion. The ground round an experimental farm is likely to increase rapidly in value. The methods of improved cultivation will be first adopted in its vicinity, and the demand for labor will attract population. What would be cheap in the outset would become dear eventually. Nor would the land be altogether lost which could not be brought at once under cultivation. It might be leased out to cultivators from year to year, or it might be used for the purposes of pasture. It has been suggested by Mr. Sim that the area of the farm should be sub-divided and allotted in small portions to separate native cultivators, acting under instructions, so as to show to the ryots models of good cultivation on a miniature scale similar to their own holdings. I fully recognize that it is desirable not to offer to the native farmers a spectacle of immense areas and expensive methods with elaborate mechanical contrivances to which they never could aspire; but I would hesitate to prescribe a sub-division of the farm into lots, each of which would be tilled by a distinct agency. I think that such a system might involve waste of labor, the repetition of the same process at more points than is requisite, an unnecessary multiplication of fences, and a want of breadth in the presentation of results. There would be nothing alarming in the exhibition of 100 acres of tillage in perhaps 20 fields or patches with a fringe of pasture, or of free culture under the influence of the farm. The pattern of good culture on a very small scale might, at the same time, be advantageously afforded on the portions of ground temporarily leased, as I have suggested, to the neighbouring ryots. I would work the farm proper as one farm with hired agency available over its whole extent.

5. Mr. Sim has suggested that four experimental farms should be established respectively in Bellary, Coimbatore, Tinnevely, and the Godavery.

6. In the main I concur in these suggestions.

7. It seems indispensable, with a view to the cultivation of cotton, that one of the farms referred to should be placed in Bellary, but in prescribing the selection of a site for this farm, I would be careful to lay down that it is not intended to be exclusively a cotton farm. It ought not to be placed in the centre of the black soil. I would determine that the primary object of this farm should be for the cultivation of cotton and the experimental use of varieties of seed, methods of culture, and mechanical processes; but I would direct that, if possible, a portion only of the area should be of the black quality, and that the remainder should include other varieties of soil adapted for miscellaneous tillage. It should also be strictly ordered that in the choice of ground in Bellary there should be a portion of the area under some good tank, or furnished with good wells, or at least having water at such a reasonable depth that wells could be excavated and worked without an extravagant expenditure for labor. We must not forget that cotton is a subordinate and fluctuating interest in this country. The first interest lies in bread stuffs. It is enough that we should have one farm specially devoted to the study of cotton culture. There should be no farm exclusively devoted to it.

8. In placing one of the farms in Coimbatore, I may presume that Mr. Sim has in view silk-culture, tobacco, the breed of sheep, and the breed of horses. I confess that I hesitate between the Coimbatore District and the Baramahal in Salem. The question appears to me to be worthy of discussion; but whichever is selected, these points should be specially remembered in the choice of the site, (1) the cultivation of the mulberry, (2) the cultivation of tobacco, (3) the command of water with a view to the cultivation of green crops for the sustenance of live stock. The district of Coimbatore appears to be capable of supporting a tolerable breed of sheep, and the Government have already placed a stallion in charge of the Collector for the use of the district. This farm should be placed in preference at a high elevation.

9. The farm in Tinnevely should be placed partly, but not exclusively or chiefly, with reference to experimental cotton cultivation; it should be a farm for general experimental cultivation in which cotton should have a place, and in which regard should also be had to tobacco.

10. I am not satisfied that one of the proposed farms should be established in the Godavery District. The chief interest in the Godavery is the rice-crop, and the rice-crop does not want our help.

11. Tobacco is a valuable staple, and the country is well adapted for its culture, but would the cultivation of tobacco justify us in selecting this district now in preference to others which are more in need of agricultural impulse and encouragement? The Godavery is opulent and flourishing; the people are intelligent and advanced; they can help themselves, and move out of their own bounds in search of knowledge.

12. I submit that, if the institution of a fourth farm be advisable, it should be placed in Ganjam, where it would be accessible to the people of Vizagapatam.

13. These districts are comparatively backward; they are inhabited in part by the Ooryah people, which is the least developed of the races residing in the plains, and in part by hill-tribes almost destitute of culture in any form. The climate must vary considerably from that of the rest of the Presidency, as it lies comparatively in a northern latitude. It is probably congenial to the cultivation of indigo, and in selecting a site that crop might be held particularly in view. I should be disposed, however, not to sanction a fourth new farm for the present, but to be satisfied with three in the districts indicated above.

14. In framing general directions for the selection of sites I would not insist that the soil should be of first rate quality to whatever category it may belong. It would not be good policy, I think, to aim at the acquisition of choice spots. Such a course would greatly increase the first outlay, and it would detract from the value of the results attained. Success would be attributed to nature, not to skill. It would be sufficient that the soil should be of fair average quality; that it should enjoy at least an average rainfall as compared with the rest of the district; and that there should be some partial water-supply from a channel, from a tank, or from wells. It stands to reason that the site should be conveniently placed with reference to existing roads and existing or projected railways, and that it should be, if possible, within easy distance of a market in which there is some consumption of meat.

15. It would be desirable, in my opinion, that some reference should be made, though not as an indispensable condition, to access to limestone of a quality fit to be burned for agricultural purposes. Nothing is more surprising in Indian

agriculture than the total absence of the use of lime as a manure. Whether from mere ignorance of the value of this material or from the expense of burning it, there is certainly not a single cart-load used by native agency in the Madras Presidency of this manure, without which the agriculture of Scotland would be annihilated. The experiments made at the Madras Farm in the use of lime are encouraging, except with reference to the cost of preparation. Other chemical or mineral manures are, I presume, far beyond the means of our average ryot.

16. Supposing the Government to be satisfied with the institution of three experimental farms, it becomes a question of material importance to form some conception of the amount of outlay which would be involved in such an undertaking. Before attaching my assent to the project proposed by Mr. Sim, I have, therefore, endeavoured to frame a rough estimate of the cost of establishing an experimental farm of the character contemplated, in conjunction with Mr. William Robinson, Member of the Board of Revenue, Mr. Arbuthnott, Collector of Madras, and Mr. Robertson, Superintendent of the Government Farm at Sydapet. The result would show that such a farm could be set on foot for about Rupees 22,000. The items are set down on a separate sheet appended to this minute. For three farms the initial expenditure would, therefore, not exceed Rupees 66,000, and we may presume that they would soon pay their working expenses, leaving the support of the superior agency alone as a permanent charge on the State.

17. There is certainly nothing in these figures which need deter us from a further prosecution of the design.

18. I concur with Mr. Sim in thinking that all the provincial experimental farms should be placed in connexion with the present Government Farm at Sydapet under the superior management of Mr. Robertson, and that his salary should be raised to Rupees 600 per mensem, rising by successive increments to Rupees 750. Each of the provincial experimental farms should be directed by a Superintendent educated for the purpose at the Government Farm at Sydapet. In my judgment it is indispensable that these officers should be natives of India, and that each should be drawn, if possible, from the ryot caste of the district in which he is intended to work. It seems probable that a native of the country would be much more acceptable to the class of people with whom he would have to deal than a European or East Indian. This condition may create some difficulty and delay in the outset, but in the long run it would be found consistent with greater economy and efficiency.

19. In conformity with the views expressed above, I would propose that an order of Government should be framed to the following effect:—

(1.) The Collectors of Bellary, Coimbatore, and Tinnevely should be instructed to select in their respective districts one or more blocks of land, either waste or cultivated, extending approximately to 200 acres and fulfilling the conditions specified in this minute to serve as an experimental farm. The land having been indicated, Mr. Robertson would be deputed to visit the site and report upon it.

(2.) Mr. Robertson should be instructed to submit the following estimates:—

(i.) A rough estimate of the cost of establishing an experimental farm in the dimensions prescribed, contemplating, in the first instance, the cultivation of 100 acres.

(ii.) A general estimate of an approximate character of the probable permanent charge which would be incurred for establishments, including his own

salary, at the Government Farm at Sydapet, and at the three provincial farms, making provision for six students at the Sydapet Farm.

(3.) The Collectors of Bellary, Coimbatore, and Tinnevely, should be directed to select from the ryot-class of their respective districts, or from some class connected with the land, three young men not exceeding twenty years of age for education at the Government Farm at Sydapet, these students to receive monthly allowance of Rupees during the period of their studies, which would extend to three years, with the promise of appointments to the office of Superintendent at the end of that term, if they gave satisfaction. The Collectors should, if possible, select young men who have received their education at an Anglo-Vernacular School at least, and who have some knowledge of the English language.

(4.) Mr. Robertson should be instructed to submit proposals for the reclamation and management of the three projected farms until they can be placed in charge of their permanent native superintendents. It may be presumed that the requisite buildings could not be raised, and the necessary improvements perfected in less than two years from the present time.

20. The establishment of experimental farms thus constituted should be placed under the authority of the Board of Revenue. Mr. Sim has proposed that a particular Member should be designated for the charge. It appears to me that it will be better to leave this arrangement to the Members of the Board who will make the best repartition of their own work according to circumstances.

21. In sanctioning an attempt to improve the agricultural condition of the country by the institution of provincial experimental farms of the character indicated, the Government will not be justly exposed to the imputation of credulity or enthusiasm. The Government are perfectly aware that specific causes are operating here to impede the spread of scientific husbandry. On the one hand, most of our provinces are divided into a multitude of small holdings affording an honest subsistence to numerous cultivators who enjoy in a humble way the comforts, consideration, and independence belonging to the occupancy of land on a secure tenure, but who must always by their poverty remain incapable of purchasing valuable stock, expensive manures, and labor-saving machines of the higher class. On the other hand, these people possess a system of husbandry embodying true principles in a rudimentary stage and implements of cultivation adapted in many respects to their soil, their means, and the animal power at their disposal. The people are poor, and by no means destitute of knowledge. They would not be ready and submissive apprentices to a foreign craft. But we do not aim at subverting the existing systems. We merely hope to improve them by studying them and grafting in what the old stock can assimilate from abroad. The Madras ryot will not in the long run reject a manifest amelioration. Those who remember the old cart of the country, or who have seen the cart still used in Bengal, may regard the present vehicle of traffic on our roads with admiration: it is a native body running on excellent English wheels. We need not despair of similar developments in the native ploughs, drilling machines, and other traction implements. Mr. Robertson can already supply a good serviceable plough for 15 rupees and a drilling machine for 12 rupees. These implements stand as it were half way between the work of the native blacksmith and the work of Howard or Ransome and Sims. They are not beyond the purse of a substantial ryot, or the strength of a yoke of Carnatic bullocks. Mr. Robertson finds that

the knives, bill-hooks, and sickles of the country are susceptible of easy improvement at a trifling cost, and that our pickaxes, shovels, and forks are readily adopted by the native laborer. Simple machines for cleaning cotton, winding silk, stripping cobs, and husking and grinding grain might effect a great economy of time and labor, and an improvement of quality in the material produced. Such things would cost but little, but there are other benefits which might be bestowed with no cost at all: the introduction of new crops, the dissemination of old ones, the diffusion of imported or selected seeds, the appropriation of familiar crops to new uses, the supply of selected breeding stock, are all matters in which the Government agriculturist would act as a teacher and a helper with little charge and with much profit to the community.

22. I cannot doubt that considerable advantage would be attached to operations such as these conducted in a prudent economical spirit. Fortunately, we possess in Mr. Robertson a man who does not despise what exists, and who does not aspire to propagate what is impossible. We should not be overmuch discouraged by the failure of various sporadic attempts at agricultural improvement in past times. Those attempts were never conducted by competent agency with moderation and discrimination. The present opportunity is really the first opportunity we have had of doing right. It would be a mistake to let it slip. If we succeed at all, success must be expansive. If we fail, little will be lost.

23. It has been suggested by Mr. Robinson, Member of the Board of Revenue, that a specific local fund, the Pound Fund, should be affected to institutions for agricultural improvements wherever needed, the balance not required for this purpose being paid over to the credit of local funds in each circle. It might be urged, on the other hand, that the institutions now contemplated might more properly be supported from the general local funds of groups of circles laid under contribution for this purpose as being specially benefited by the new establishments. This is a question which might be discussed in Council. The appropriation of a particular fund like the Pound Fund to this specific purpose by Government might give the new establishments a securer basis than would be found in the general local funds budgets of various circles which are subject to the decisions of the Local Funds Boards.

Estimate of the Expense of establishing an Experimental Farm of 200 acres, 100 of which are to be brought at once under cultivation.

European bungalow for Mr. Robertson's occasional residence, accommodation of visitors, &c., and with offices	rs. 2,000
Native Manager's house and offices	1,000
Tool and seed-house	1,000
Farm-steadings, cattle-stalls, sheep-stalls, stables, &c.	1,000
Additional buildings, store-rooms, godowns, &c.	1,000
Roads and fences on 100 acres	1,000
Wells and water-courses	2,000
Levelling and preparing soil, at Rs. 20 per acre	2,000
Purchase of 200 acres of land, at Rs. 20 per acre	4,000
Working cattle	1,800
Cattle for feeding	500

	RS.
Sheep and other stock	500
Carts and tools	1,000
Money in hand for wages, &c.	3,000
Total	21,800

No. 165.—SEPTEMBER 5, 1871.

On the propriety of Legislative interference to prevent wanton and indiscriminate destruction of Elephants.

In a minute circulated under the present date respecting the institution of game laws in this Presidency, I have intimated my opinion that the question of the protection of elephants should be separately dealt with. The enactment of a law for the preservation of an animal so useful for the purposes of labor and so indispensable in India to military operations can be justified on grounds altogether different from those which may be urged in favor of a law for the preservation of flying game or the beasts of the chase. It is strictly a matter of public policy to prevent the extermination of the elephant, a result which it is feared might be attained at no distant date in the forests and mountain ranges of this Presidency should some defensive regulations not be adopted.

2. With these impressions I circulate the former Proceedings of Government on this subject, and I submit that an Act should be drafted for consideration in the Legislative Council at its next meeting, conformable to the principles laid down in the Order of Government under date of August 24th, 1868.

3. The Government of India has decided that legislation on this subject should be of a local character.

No. 166.—SEPTEMBER 7, 1871.

On the desirability of investigating the Agricultural Condition, Capabilities, and Prospects of the Neilgherry Hills.

The Government possess, in the Superintendent of the Experimental and Model Farms at Sydapet, an experienced and discriminating agriculturist, whose services they are about to employ on a large scale in the improvement of husbandry throughout the country. The scheme for the institution of provincial farms, which the Government have sanctioned, has reference to cultivation in the plains, and with reason, for the plains have the first claim on our attention. The hill ranges of the Presidency do, however, also offer a legitimate subject of inquiry in this respect, and the Neilgherry, as the seat of the Government Sanitarium, of an increasing planting interest, of an independent English population, of large establishments for the support and education of English and East Indian youths, and of a native population embodying a cultivating and a pastoral tribe, would justify a special investigation. With this view I would direct Mr. Robertson to proceed to Ootacamund, when he can best be spared from his employments at the Presidency, for the purpose of reporting to Government on the productive capacities of the district, and I would direct his attention to the following points in particular, but not limiting him to these:—

(1.) To the capabilities of the hills for the purposes of breeding horses, horned cattle, and sheep.

(2.) To the facilities which these hills may afford for the institution of small farms on the European system, worked in part, at least, by European labor.

(3.) To the improvement of the husbandry of the hill-people.

2. It may be doubted whether the Neilgherry Hills would ever be well adapted for breeding horses cheaply of a superior quality, such as are demanded for the army. Horses would not be able to run out with safety in all parts of the plateau during the whole year; they would require protection at night, artificial fodder, and skilled superintendence. Good stock might, no doubt, be bred by private parties as a matter of taste, but it may be doubted whether Government would find such an undertaking profitable. Nevertheless, the question of horse-breeding on the hills is one which may deserve to be examined by a person more competent to decide it than I pretend to be.

3. The horned cattle of the hills are either a degenerate sort of native cattle, or a cross between the European and the native breeds. The latter does well; but I question whether the proper European races have been selected. The European blood has generally been imported from Australia, and I suspect that the English short-horn is usually the parent of the Australian stock. No one would, however, in Great Britain turn out the short-horn stock at a high elevation in a moist climate. It has always appeared to me that the West Highland breed might prove to be well adapted to these hills, either as a pure stock or crossed with the country cattle. They would ascend the highest steep; stand very stormy weather; consume a rough description of herbage when there is grass on the ground; and be satisfied with a coarse sort of hay under the simplest cover during the great heats and the heavy stress of the monsoon. Mr. Robertson would, however, on a careful inspection of the grasses of the country and of the existing sorts of cattle, native or crossed, and on due consideration of the temperature and rainfall, be able to decide whether an improvement in the breed of cattle on these hills is to be sought in selection or importation. The depôt at Wellington and the markets of Coonoor and Ootacamund offer a steady demand for beef, which is at present supplied, in a great measure, from the plains, though the pastures of the plateau would appear to be capable of supporting more numerous herds than are driven over them at the present moment.

4. A far greater boon to these hills than a good breed of cattle would be an appropriate breed of sheep, for, in addition to the meat-supply, there would be wool, for which a ready sale would be obtained in the country. The native sheep of the adjacent plains in the Coimbatore District would be too delicate to run out on these mountains all the year round, and the crosses which have been, up to the present time, effected with European breeds have not, in my opinion, been judicious. There is little use in attempting to raise a mountain-breed of sheep by crossing the native stock with the Leicester, the Southdown, or the Merino races, far less by turning out these breeds in the pure state under an uncongenial sky and on pastures altogether repugnant to their habits. What is wanted here is a breed of sheep inured to high elevations, steep ground, rough weather, a heavy rainfall, wet soil, and coarse grasses. The habits and qualities appropriate to the Neilgherries would be found in the Cheviot and black-faced breeds used on the borders of England and Scotland, which are hardy, and which

yield good mutton and a heavy clip of useful wool. That sheep should be profitable here. It is indispensable that they should be able to run out the whole year in all weathers; that they should never require artificial shelter or artificial food, though it would be necessary to fold them at night for protection against the attacks of wild beasts. If any sheep would stand such hardships it would be the black-faced Scotch sheep. I do not affirm that they could do so, but it might possibly be worth trying, and no one would be more capable of giving an opinion on the expediency of making the experiment than Mr. Robertson, after local inspection and consultation with the Commissioner and with experienced residents on the hills.

5. Some discussion has occurred, from time to time, respecting the possibility of appropriating portions of the Neilgherry Hills for the purpose of establishing European agricultural settlers, for the purpose, in fact, of creating a self-supporting English rural population. On a first view of the plateau such an undertaking might seem promising to an inexperienced eye. The climate is fine for a large portion of the year; the temperature is congenial to the European constitution; the soil is rich; there are apparently large tracts of unappropriated ground; there is a market; these are conditions favorable to the production of cereal crops, garden crops, fruits, and valuable commodities for exportation, such as tea and coffee; there is a friendly and fostering authority. A close inspection and analysis, however, tend materially to qualify such favorable expectations. Much of the good land on the warm side of the hills is subject to the rights of native cultivators; the cost of building is excessive; the price of labor is high; clothing is dear; medical attendance and education would be costly and difficult of access; the sale of grain crops, fruits, and vegetables would offer little money-remuneration compared to the wants even of a humble European family; the returns of tea and coffee-culture are slow and liable to great fluctuations. A poor man would find it difficult to establish and maintain himself; a richer man would prefer to go elsewhere. My own impressions are decidedly unfavorable to the hills as a scene of agricultural settlement for Englishmen; but I think that it would tend to the correction of erroneous impressions and to the formation of sound opinions that this question should be illustrated by the report of a person of unquestionable judgment and practical knowledge in such matters. The formation even of a limited-working and self-supporting English community on these hills, if it could be effected under favorable conditions, would not be without importance either in a commercial or political point of view; and the basis for such a community might be found, in part, in the Male and Female Military Orphan Asylums, which are about to be permanently established on the Neilgherries. There is the land, and there are the people; the question is whether they could be made to suit each other.

6. The cultivation now practised by the Badagas displays a considerable variety of small cereals adapted to the climate and the soil, an increasing application of manure, and more care and neatness in the weeding of the crop than is usual in the plains. It may be doubted whether a greater weight of grain or a greater amount of human sustenance would be raised by the substitution of European seeds or crops on a given area than that which is now obtained. The poverty of the cattle betrays, however, the want of root crops, artificial grasses, and green crops. The same defect is apparent from the deficiency of hay in the market of Ootacamund. The system of grain-cultivation is associated with long fallows. The principle of rotation or substitution of crops is imperfectly practised.

Without entertaining any very enthusiastic hopes of a rapid improvement of native cultivation under European impulse on the hills, it can scarcely be doubted that, under the existing revenue agencies, useful innovations might be gradually promoted, and the suggestions of Mr. Robertson would not be without value to the Commissioner.

Should the Government see fit to adopt the step here proposed, and sanction an investigation of the agricultural condition and prospects of the Neilgherries by the Superintendent of Government Farms, we should then be able to judge whether a Government undertaking, either for breeding stock or for the improvement of cultivation by example, would be justifiable. Any attempts in these directions, which we might make, would never be of broad utility to the general population of the country, who are placed in circumstances radically different; but we have a duty to our own countrymen who have been cast, by necessity or choice, on this portion of English territory, and we possess in the Lawrence Asylum, in its labor, power, and in the land attached to it, the elements and means of experimental culture.

No. 167.—SEPTEMBER 7, 1871.

Advocating the concession to the Municipality of Ootacamund of the gratuitous services of a gang of convicts for a term of years.

The Government have, for a long time past, employed a considerable number of convicts within the limits of the Municipality of Ootacamund on works more or less directly connected with its welfare without making any charge for their labor to the Municipal Commission.

This concession, though of an exceptional character, may, I think, be justified on the following grounds:—Ootacamund is a general sanitarium for the European community; it is the seat of Government for a portion of the year; it has, in some degree, been artificially fostered, or forced into existence, by the policy of Government; it was given over by Government to the Municipal Commission in a state of disorder and neglect, which the Government may equitably help to remedy; the Municipality is poor and burdened with a loan, and could not possibly at present undertake the description of works which the Government has under contemplation.

It would be unwise, in my humble judgment, to withdraw all assistance from the Municipality of Ootacamund precipitately; but the Government will do well to provide that the assistance is not unduly expensive to the State and not unduly prolonged. It may be desirable to place the labor aid now afforded on a certain basis for a term of years, so that the Municipality may know exactly what to expect, and the Government may know exactly the measure of their sacrifices to the good of the place.

2. The mean total cost of a native convict per annum in the five Central Jails of the Presidency, according to the estimate of Mr. Brecks, is Rupees 67. The cost of a native convict in the Jail at Ootacamund, according to the same authority, is Rupees 100. By this estimate, the maintenance of each convict at this place, who does not belong to the Neilgherries, costs the Government Rupees 33 per annum. The local criminals would, under all circumstances, be retained here. But the extra cost of maintenance is not the only charge which the Government

incurs by keeping the convicts of the plains at Ootacamund. It also incurs the loss of the value of their labor in the Central Jails below, for all the convicts sent here must be able-bodied, long-sentence criminals from those jails.

The value of an able-bodied criminal for the purpose of unskilled labor cannot possibly be estimated at less than two annas per diem for 300 days in the year, or at an annual value of Rupees 37-8-0. In the Coimbatore Central Jail the value of unskilled convict labor is, indeed, estimated at two annas and six pies per diem. Every convict whose labor is given gratuitously to the Municipality of Ootacamund, therefore, costs the Government Rupees 70-8-0 yearly.

3. There are at present about 140 male convicts in the Native Jail, affording a gang for out-of-door labor of about 100 able-bodied men.

4. The proposal which I have to submit to Government is as follows :—

I would direct the Inspector-General of Jails to maintain the number of convicts in the Native Jail at Ootacamund, by drafts from the plains, approximately at 100 men. This number would be commonly composed of about forty local convicts and sixty imported convicts. This number can be conveniently lodged in the Old Jail and the new masonry buildings attached to it, leaving two clear wards in the latter which might be used for labor-rooms or for any other purpose.

A total strength of 100 convicts would afford a gang of sixty able-bodied men fit for out-of-door work. The maintenance of the contingent from the plains and the loss of their labor there would involve a charge to Government of Rupees 4,230 per annum.

The Municipality would get the benefit of the gratuitous service of sixty able-bodied laborers, who, if entertained by them at the current wages of the country, would cost them about Rupees 3,600 per annum. The Government will probably agree with me in thinking that a labor subsidy worth Rupees 4,230 to Government, and Rupees 3,600 per annum to the Municipality, is not too great a sacrifice to make to the sanitarium of the Presidency for a limited period.

5. I now come to consider the works on which the convicts are to be employed and the period for which they may be so appropriated.

The water-supply works for both sides of the station, as far as Government is concerned, are nearly done, and the sluice works at the foot of the lake are completed, which will give the Municipality the power of exercising an effectual conservancy over the edges of the water.

The remaining works necessary for the sanitation, convenience, and ornament of the station are as follow :—

(1.) The excavation and cleansing of the borders of both lakes, now foul with weeds and silt, and in parts with sewage.

(2.) The completion of the "reclamation scheme," that is, the filling up of the marsh at the head of the upper lake and the adaptation of the ground for the purposes of public recreation.

(3.) The draining and levelling of the ground along the stream that feeds the upper lake from the reclamation ground to the entrance to the Government gardens.

(4.) The formation of paved drains throughout the native bazaar, a work now being prosecuted by the Municipality from Loan Funds, but which they will not be able to complete from that source.

(5.) The delivery of a full supply of metal for all the roads intersecting the inhabited portion of the Municipality, a work in which the Municipal Commission are actively employed, but in which they will require the assistance of Government, if the undertaking is to be fully accomplished.

6. It is difficult, of course, to affirm exactly how long sixty men might be employed on these works with advantage to the Municipality and the Government; but, after conversing on the subject with Mr. Brecks and Captain Morant, I cannot doubt that the extra force of convicts will be required here for five years at least.

If this be assumed, the value of the Government labor contributed would, in that period, be Rupees 21,150, no exorbitant amount if the importance of Ootacamund be considered.

7. I suggested to the Inspector-General of Jails that it might be preferable to employ a larger force for a shorter period, but Colonel Wilson thinks not. He considers that it is only fair to the budget of his department that the pecuniary charge should be distributed over a certain number of years, and he remarks that the health of the prisoners is always better when they are not associated in large numbers.

8. The Government are aware that there is still a gang of more than one hundred convicts maintained at the Lawrence Asylum Works who are chiefly employed at present in levelling the play-ground for the boys. The number is rapidly diminishing by the expiration of sentences. I would, for the present, allow this gang to run out without attempting to maintain it at any minimum strength. We can deal with the question more advantageously when we hear, for certain, whether the buildings of the Female Asylum are to be proceeded with, and in what form.

9. The labor system in the European Jail at Ootacamund has long been in an unsatisfactory state, and the question is undoubtedly surrounded by peculiar difficulties. The average daily strength of this jail for the calendar year 1870 was twenty-six, and the gross receipts realized by the sale of manufactures was Rupees 2,916, or Rupees 112 per head per annum, while the net profit on the same was Rupees 991, or Rupees 38 per head.

The number of men out of a daily average strength of twenty-six employed in manufactures was, however, only thirteen, which raises the average net earnings of the men so employed to Rupees 76.

The cost of each European convict, including all expenses of every kind whatever (except the salaries of the higher officials of the department), is Rupees 516 per annum.

In order to develop the labor system in the European Jail, additional labor sheds are required, and Colonel Wilson is, at this moment, engaged in preparing an estimate for the purpose, as well as in directing the introduction of weaving into the establishment, from which good results are anticipated. I have, however, suggested to the Inspector-General that an economy might be effected by taking down the temporary iron structure now standing unused at the Native Jail, breaking it up, and fitting it together again in the forms requisite for the purposes of the improved labor system in the English Prison.

This plan will be brought before Government in a separate form by the Acting Inspector-General of Jails.

On the re-organization of the Forest Department.

The scheme for the re-organization of the Forest Department, communicated by Mr. Sim, meets with my entire concurrence in its leading features.

2. The institution of an independent Forest Department, with a central directing agency and an elaborate gradation of ranks, was, in my humble judgment, a project ill-adapted to the condition and wants of the country. The establishment for protecting and working Government forests, for replanting them, and for forming new plantations, should be connected closely with the Revenue Establishment.

The Collector should be the chief forest officer of his district, and he should have a special administrative officer under him, charged with the forest interests of the district. By the consolidation of the two departments the Collector would be enlisted in the cause of forest conservancy and extension, while the forest officer would be supported, strengthened, and enabled to do his duty.

3. Should this basis be adopted the Forest Establishment would comprise, according to the plan submitted by Mr. Sim—

- (1.) An Inspector-General.
- (2.) A class of administrative officers termed Assistant Conservators.
- (3.) A class of executive officers called Foresters.

4. It may be questioned whether an Inspector-General of Forests will be eventually required; but, for the present, I think it desirable that the office should be retained. The Inspector-General will, in the present stage of forest administration, be useful in giving impulse and activity to a new system, in impressing it with some uniformity, in comparing results in different districts and generalizing from them, in collecting information, promoting experiments, and instructing Government. Nor is it indifferent that there should be in the Presidency an able man in an authoritative position interested in the sciences of botany and arboriculture. His researches would be valuable to the Presidency, and valuable also to the whole world.

5. The amount of salary, Rupees 1,500, proposed for the Inspector-General, appears to me to be too high, unless it is presented as a maximum. I would say a salary of Rupees 1,200, rising by gradual increments to Rupees 1,500. In the case of Major Beddome I would grant him Rupees 1,200 at once, with an increase of Rupees 100 at the expiration of three periods of two years, so that he would attain his maximum salary at the end of six years from the present date.

6. Mr. Sim proposes to station Assistant Conservators in ten revenue districts. To eight of these, respectively,

Kurnool ...	1	Coimbatore (Anna-	2
Coddapah ...	1	mallays) ...	
North Arcot ...	1	Malabar (Wynaad,	
South Arcot ...	1	Mudumallays, Ne-	
Salem ...	1	lamboor) ...	3
Madura ...	1		
Tinnevely ...	1		
South Canara ...	1		13

one Assistant Conservator would be apportioned, but Coimbatore would receive two, one for the district generally and one for the Annamallay range, while Malabar would require three, one for Nelamboor, one for the Mudumallay Hills, and one for the rest of the Wynaad. Nine districts of the Presidency would be supplied with executive officers of the lower class for the present. The Neilgherry District should be separately provided for as at present. Thirteen Assistant Conservators having been placed in provincial charges, Mr. Sim states that one should be retained at the Central Office. I accede to the

number and distribution suggested, except in one particular. I do not think that an Assistant Conservator would be required at the Central Office. The Inspector-General would be reduced to mere visiting and consultative functions; the accounts would be kept in the several districts and in the Board of Revenue; the Central Office would, in fact, disappear, and the Assistant Conservator with it. Thirteen Assistant Conservators would be sufficient. I would adopt the gradation of Assistant Conservators and the scale of salaries specified.

7. It has been justly pointed out by Mr. Sim that in a department so liable to sickness and accident, some Probationary Assistant Conservators would be required, in order that vacancies might be filled up at once by trained officers. He suggests two with salaries of Rupees 150. I would rather have four at the same cost.

8. The establishment of Foresters proposed appears to be judicious and sufficient.

9. The superior officers in the present department, who occupy the rank of Deputy Conservator, would be transferred, with existing emoluments, to the position of Assistant Conservator, and should in every case be directed to reside, when not on active duty, at the head-quarters of the Collector of the district, except in the case of the Assistant Conservators having local stations in the districts of Coimbatore and Malabar.

10. I would not at present advise that the conservancy of the village jungles should be brought within the functions of the officers of the Forest Department. The department, even in its modified form, will still be an imperial one, and I should be apprehensive that the revenues of the village jungles would gradually be confounded with those of national forests, and be swept into the imperial exchequer. Should the forest administration be hereafter placed in the category of provincial services, the question might again be brought under consideration. An accumulating surplus in the Jungle Conservancy Fund should not be permitted. The receipts under this head should be more actively expended in protecting and replanting the scrub and copse woods in the districts in which the receipts accrue.

11. Mr. Sim contemplates the almost exclusive employment of natives of India in the rank of Assistant Conservators and Foresters. He does not think it desirable that we should avail ourselves of the skilled forest officers who are being educated in Europe for service in India, and some of whom might be allotted for employment in Madras. I entirely agree with my Colleague in holding that the scale of qualifications contemplated by Dr. Brandis is altogether beyond our requirements. Such a scheme of education may be necessary in Germany or France, where the system of intellectual competition has raised the initiatory standard for official employment to the highest pitch, but for this country the imposition of such a standard for subordinate and moderately paid employments would result either in producing a barren system of cramming information, or create a class of functionaries so accomplished and ambitious that they would become discontented with their salaries and their prospects, and desert the service of Government. I would not, however, hastily discard the notion of employing Englishmen, who have received a practical education in Woodcraft, or Germans who have gone through an ordinary course in the forest schools of their country. I think that competent men could be procured from either service without the intervention of the Government of India on the terms indicated by Mr. Sim, by

the Inspector-General of Forests, or by the Board of Revenue. If the duties of our forest officers were only those of felling and selling timber in the natural forests in the rough wasteful native fashion, we might get on with native agency only; but we must look much farther; we must contemplate the introduction of mechanical power in our greater forests, if there is to be any economy in the supply of timber to the market; and we must accelerate the reproduction of trees by artificial planting both for fuel and building, for, otherwise, the lesser woods in many provinces, already dilapidated and plundered of every valuable tree, will be exterminated at the present rate of consumption. The great defect in our present English forest officers is that not one of them has received any early practical education in planting or managing trees, in selecting soils, in draining or fencing woodland, in felling timber, in cutting it up by steam-power, or in shaping and adapting it for the various purposes for which it may be destined. Not one of our officers ever saw these things done, or has that superficial knowledge of them even, which many common laborers, mechanics, and country gentlemen at Home naturally pick up. I consider it of the greatest importance that we should have skilled European agency for these purposes, not of the highest educated scientific class, but men of good ordinary education and good natural abilities, who would be capable of self-culture in the country without being above hard work—men more or less of the quality of Mr. McIvor, Mr. Ferguson, and Mr. Jamieson.

If the scheme presented by Mr. Sim should be adopted, our first duty should be to get a couple of young men from the Scotch larch and fir forests for the purpose of introducing steam and water power saw mills in the Annamallay and Wynaad woods. We all desire to see the natives of the country and East Indians employed in every branch of administration in which they are qualified to render good service, and they ought not to be excluded from the higher grades of the Forest Department; but I should certainly not consider them, for the most part, well adapted either for introducing or maintaining a better system for the preservation and development of forests in the Presidency. The work will require special knowledge, practical training, physical strength, energy, and hardihood. For the subordinate grade of foresters, we must, of course, employ East Indians and natives, for we could not afford to import Englishmen in sufficient numbers.

12. The introduction of a general Forest Law into this Presidency is a question to be considered separately. It is a step which I should regard with considerable apprehension. The restriction of customary rights of cutting and gathering small wood and of pasturing cattle on waste, public, or forest ground is a proceeding which more than any other molests and irritates the poor and abridges their ease and freedom. There is, however, no danger that such a measure would be adopted here without careful consideration of the claims and interests of the rural population.

No. 169.—OCTOBER 7, 1871.

On the improvement of the Carpet manufacture in the Salem Central Jail and the desirability of taking measures for the introduction of the manufacture of cotton drill for Police clothing.

Having visited the Central Jail at Salem this morning, I have been very much pleased by the exertions made by the Acting Superintendent, Lieutenant

Hallett, to improve the carpet manufacture, by imitating the Persian patterns supplied to the jail by Government. Orders have not only been received from private parties locally, but an order has been received from a London House. In this way there is no doubt that a regular demand has been opened up for the manufacture in question, if it can be met in a satisfactory manner, and the Government, which has already made some sacrifices for the purpose, would be justified in incurring additional temporary outlay in fixing a branch of industry in a firm manner which has been successfully initiated.

2. The defect which is most conspicuous in the carpets at present produced is in the colors, which are unsatisfactory both with reference to quality and variety. The dyes in use were in part introduced by two free artizan instructors obtained from Tanjore; but these teachers only remained one month in the jail, and their lessons have not had a satisfactory result. It would be desirable to sanction the entertainment of an experienced dyer for the period of a year at any cost, in order that some long-sentenced convicts may be thoroughly instructed in the art, which would thus be perpetuated in the jail. I would advise that Lieutenant Hallett should be authorized by the Inspector-General to engage such a workman at his discretion, and that the Collector of Salem should be directed to assist the Superintendent in the selection. It appears not improbable that an instructor could be secured at Salem itself, where there is a flourishing local silk manufacture; but, if this should not prove to be the case, inquiries should be made at Ellore and in Tanjore. If the manufacture is to be sustained, good dyes are indispensable, and it matters not how much the introduction of such may cost in the incipient stage.

3. Lieutenant Hallett has continued to bestow attention on the cotton manufactures and the carpentry introduced by his predecessors, and progress in both is evident. I must, however, avow my extreme disappointment in finding that in this Central Jail, in which the weaving industry has long been practised with success, not one single loom is at this moment employed in the production of cotton drill distinctively destined for Police clothing. There are twenty-six looms at work; more could be established at any moment with perfect facility, and only one is engaged in the manufacture of drill of the character referred to, and that one for the supply of the general market. I would propose to inquire whether any instructions have been issued by the Inspector-General of Jails for the institution of this special branch of industry in the Central Jail of Salem, and, if not, why such instructions have not been given. I think I am not mistaken in saying that the Inspector-General of Jails has been made aware of the earnest desire of Government to see this manufacture zealously prosecuted in all the jails where labor can be made available for the purpose. This object may not have been urged upon the attention of Colonel Wilson in the form of official orders; but it has been repeatedly brought under his consideration by myself personally, and I presume that he knows that the supply of the Police is one of the first purposes of Government, in order to make the Central Jails self-supporting.

4. The Inspector-General might at the same time be requested to report what measures have been taken for the introduction of the manufacture of cotton drill into the Central Jails of Trichinopoly and Vellore for the purpose of Police clothing, and whether any progress has been made in the District Jail at Madura in the manufacture of colored cloths for turbands for the same force.

5. I learn from Major Hearn that he has not been able to obtain any assur-

ance of any considerable supply of drill from the jails, and that he has been obliged to give a large order in England for the stuff in question.

6. While I think it desirable that the information referred to should be obtained from Colonel Wilson, it appears to me that it would be in the highest degree expedient to accelerate the development of the manufacture of drill as well as of tent cloth by the impulse of personal inspection and direction. Mr. Grimes is now temporarily employed as Inspector-General, and has himself been a successful manufacturer at Coimbatore. I would suggest that Mr. Grimes should be deputed at once to visit the jails of Salem, Trichinopoly, and Vellore, and urge the adoption of energetic measures for the introduction of the fabrics referred to on a large and systematic scale. Colonel Wilson would place at the disposal of Mr. Grimes all the information which he possesses on the subject. With vigorous practical intervention such as I have suggested I do not doubt that in less than a month thirty looms would be at work in Salem alone without abandoning the existing branches of manufacture for the general market.

7. Major Hearn has personally assured me of his readiness to accept any qualities of cloth of reasonable efficiency, making due allowance for defects which are inseparable from first attempts. It remains with the Jail Department to meet the wishes of Government and the requisitions of the other departments by corresponding exertions.

8. The Government might at the same time request the Inspector-General to inquire whether the carpet manufacture has been carried on in the jail at Rajahmundry, and whether the imitation of the Persian patterns has been commenced.

No. 170.—NOVEMBER 20, 1871.

On the restoration of Tirumala Naik's Palace at Madura, and the manner in which the works should be conducted in future.

As I recently have had an opportunity of inspecting the works of the Madura Palace in company with Mr. Chisholm, it may be right that I should record my opinion as to the progress which has been made and as to the course that should be pursued in future.

2. In order to render the subject more transparent to the Members of Government, and to save the trouble of referring to past correspondence, I may be permitted to offer a brief description of the building in connexion with the accompanying sketch, which will explain, at a glance, what has been done and what, in my opinion, ought to be done.

3. The group of buildings called Tirumala Naik's Palace, as we now possess them, embody the following portions more or less distinct from each other :—

(1.) A great court, marked on the sketch AA, with its dependencies, including its surrounding porticos BB, two square halls CC, a waggon-vaulted vestibule D, a large circular hall under a great dome E, and a considerable area divided, by rows of columns, with spaces of various forms and dimensions under domiform or vaulted roofs FF.

(2.) A row of large rooms, at present three in number, behind the great circular hall, which are marked in the sketch GG.

(3.) A great oblong vaulted hall with lateral aisles, which are divided into two stories HH.

(4.) A small circular building covered by a dome and marked I, attached to the oblong hall.

(5.) A range of rooms outside the main wall of the building near the present entrance to great court JJ.

4. The works undertaken by Mr. Chisholm during the last two years have had two objects—the restoration of ruinous and dangerous portions of the building, a mechanical work; and the restoration of the old mural painting, a decorative work. Both operations were necessary in order to convince the Government and the public that the expenditure of Government funds proposed could be rendered both useful and ornamental.

5. The mechanical restorations to which I refer provided for the following objects :—

(1.) For the repair and security of the principal façade of the great court KK, of which a photograph is enclosed, exhibiting its former condition. This façade extends in front of the waggon-vaulted vestibule D and of the great circular hall E, used as the Court of the Civil and Session Judge. It threatened an imminent ruin, and, if it had fallen, it would have drawn after it the vestibule D and the hall itself E. The restoration was indispensable, and it has been happily accomplished. The waggon-shaped roof of the vestibule has been secured by iron ties; missing pillars have been supplied; the roof has been rendered water-tight; a mass of masonry, which had fallen out of the central arch of the façade, has been replaced; the great cornice has been restored; and the façade itself towards the great court has been secured against further decay by being replastered after the old models. These works conducted, in part, at an elevation of more than eighty feet under very critical conditions reflect much credit on the Government Architect and his native subordinates, whose courage must often have been severely tried.

Regarding the question in a material or utilitarian point of view this work saved the present Court-house.

(2.) Two rooms GG behind the Court-house have been repaired. These rooms are destined eventually, it is hoped, for the accommodation of the Collector; but they will be required meanwhile for the use of the Civil and Session Court, which cannot continue to sit, with convenience, under the great dome E, while the works are being prosecuted in its immediate neighbourhood.

6. The decorative restorations embrace the following objects :—

(1.) The repainting of the waggon-shaped vault in the vestibule D, of which I have spoken above.

(2.) The painting of a small dome in the pillared space marked F.

(3.) The painting of the ceilings of the two apartments intended for the temporary accommodation of the Civil and Session Court G G.

I cannot affirm that these restorations of color will recommend themselves to the taste of every spectator in every particular, but I think them, on the whole, extremely successful, and they are generally admired. The old method of decoration, of which excellent specimens remain, has been, for the most part, respected, and I am bound to state that the only color which at first sight offended my eye is one that is distinctly sanctioned by a precedent in a contemporary building. No doubt much will be gained by experience in this matter. The restoration of color in a native structure has never before been attempted

under European direction in this Presidency, and the unassisted native has almost forgotten the arts of his forefathers.

(4.) The restoration of the plaster figures and patterns in the vestibule D and on the façade of the great court K. The figures are grotesques of various kinds in bestial or human types; they do not include any of the popular divinities of the country. The old models have been adhered to, and, if the execution is inferior to the work of the ancient artists, this defect is scarcely apparent to the eye on account of the great elevation at which these objects are, for the most part, placed. In modelling, as in painting, a decline in the skill of the native artificer is to be lamented, but these very works are a practical school in which he may recover his dexterity.

7. Such being in a few words the mechanical and decorative restorations carried out for Government by Mr. Chisholm in the last two years, I think it right to state that they have been effected at a very moderate outlay. The whole expenditure up to the end of the current official year will be Rupees 20,000, of which, approximately, Rupees 14,000 have been appropriated to substantial repairs, and Rupees 6,000 to ornament. It is hoped that these figures may be satisfactory to some who have expressed an apprehension that the Government, in prosecuting æsthetic designs, may be led to neglect the solid interests of the country.

8. In addition to the works conducted for Government by Mr. Chisholm, he has directed the adaptation of an external portion of the building, marked JJ, for the Municipality of Madura, which has shown an intelligent and patriotic interest in the restoration of a national monument. The Municipal Office thus provided has cost about Rupees 5,000. The same amount of accommodation could not have been obtained for a smaller charge in any other way. The Municipal Commission of Madura have thus helped the Government in a good work, gratified their own taste, and done no injustice to their public trust.

9. I now proceed to submit my impressions with reference to the manner in which the works at the Madura Palace should be conducted in future, and the objects to which they should be directed. The works of restoration should be conducted patiently and gradually, in the spirit which has animated the restorers of our Cathedrals in England, by the continuous application of small annual grants. Few who are now living in India will see the end, but successive Governments may be satisfied if they contribute to it. It has now been shown that the old structure can be rendered secure and can be rendered ornamental. We should move in the same prudent groove. I would advise Government to appropriate the usual annual grant, Rupees 10,000, for next year, and that it should be exclusively employed, according to Mr. Chisholm's advice, for the repairs and security of the most ruinous parts of the building. Mr. Chisholm should be called upon to submit a report, stating the specific objects to which these repairs should be directed, and the Department of Public Works should be instructed to assist him in the preparation of plans and estimates for this purpose.

10. It will be remarked, however, that, if the ordinary Government grant of Rupees 10,000 be appropriated merely to the repair of ruinous portions of the building, which are, in a great measure, remote from the portions most available for immediate public use, little would be done, for some time, towards the main object we have at heart, that is, the provision of suitable, convenient, and secure

accommodation for the principal public offices of the Madura District. The Government may think it advisable, therefore,—

(1.) To lay down some fixed plan for the appropriation of various portions of the building; and,

(2.) To consider whether some means may not be found for accelerating the object in view without imposing any charge on the public revenue.

11. The Palace of Madura is large enough to hold many public offices, but some respect must be shown for the design and proportions of the building. Some sacrifice of architectural effect must be made to utility, but that sacrifice should not be greater than is indispensable. It appears to me that seven public offices may be conveniently accommodated without any serious detriment to artistic beauty :—

(1.) The Collector's Cutcherry.

(2.) The Court of the Civil and Sessions Judge.

(3.) The District Moonsiff's Court.

(4.) The Department of Public Works.

(5.) The Forest Department.

(6.) The Sub-Magistrate's Court.

(7.) The Taluq Cutcherry.

12. In the Collector's Cutcherry the following provision should be made :—

The Collector should have the whole area behind the great circular hall, now occupied by three large rooms, and all the pillared space to the south of the great circular hall. Of the three large rooms, GG, referred to, two would remain as they are, but the largest (which is about 70 feet long and 30 broad) would be divided into three. In this way five spacious, secure, and separate rooms would be available to this officer for his own use, for the Treasury, for the Registration Office, for the records, and for his Assistant. The pillared space FF, which can easily be rendered light, airy, and weather-tight, would give sitting and working room for any number of clerks.

13. The great oblong hall H would be appropriated for the purposes of a Civil and Sessions Court, for which it is better suited than any building in the country. The aisles of the ground-floor would be divided into small consulting and writing rooms for the vakils. The aisles above would be used for the Court records. The small contiguous circular building I, with its dependencies, would supply a private apartment for the Judge. The whole of the pillared space to the north of the great circular hall FF would be given over to the clerks of the Court, from which the space is easily accessible.

14. The District Moonsiff's Court would be placed in the square hall on the north side of the great court C 1, in easy communication with the Civil and Sessions Court by the surrounding porticos.

15. The Department of Public Works would be placed in the square hall on the south side of the great court C 2, in easy communication with the Collector's office at the adjacent end.

16. The Forest Department would be placed in the gallery on the south side of the court between the Collector's Office and the Department of Public Works.

17. The Sub-Magistrate's Court would be placed in the gallery between the District Moonsiff's Court and the pillared space occupied by the establishment of the Civil and Sessions Court.

18. The Taluq Cutcherry would be placed between the District Moonsiff's Court and the Municipal Office.

19. No doubt these arrangements would necessitate the erection of low partitions, cutting the vista of the galleries and porticos here and there; but enough clear space would be left to show the majesty of the edifice, and the restoration which is contemplated has always been presented as an economical and useful, as well as an artistic enterprise.

20. Under the scheme submitted the great circular hall E, which I presume to have been the durbar hall of the ancient sovereigns, would remain unappropriated to any purely official purpose. I think it should be reserved as a vacant space, to separate the domain of the Collector from the domain of the Court. It would be available for public receptions and ceremonies, for public meetings, lectures, and other purposes of that nature. When the work of restoration has been completed it might afford an appropriate position for a commemorative statue of the Queen.

21. While the regular appropriation of Rupees 10,000, due to the work in the course of next year, is being used for the repair of those portions of the building which might at any time collapse under the influence of the weather, it would be desirable to provide an extraordinary supply of funds to secure the Collector and the Judge as soon as possible in the possession of their respective apartments. This object can be attained in the following manner:—The Collector's Cutcherry is at present placed in an old building belonging to Government, not without antiquarian interest, but more crowded and inconvenient than could be well imagined by those who have never visited it. This building, which must at any rate be soon vacated as altogether unsuitable, is fortunately so placed as to have a considerable value in the market as a native residence or as a dépôt for goods. The Acting Collector values it at more than Rupees 20,000. I would advise that the Government should direct this building to be sold, and that the price obtained should be carried to the account of the restoration of the palace, but particularly for the purpose of completing the quarters destined for the Collector and the Judge. In the Act of Sale a right might be stipulated on the part of Government to remain as tenants in the building, at an appropriate rent, for a period not exceeding two years. The purchase-money would thus be immediately available, while the Cutcherry would not be disturbed before the new accommodation was prepared.

22. I wish it was possible for me to predict how long it may take to accomplish the work on which the Government have embarked, or what aggregate outlay the scheme may eventually involve. After some of the most dangerous portions of the building have been secured in the course of next year, and the quarters for the Collector and Judge have been, at least provisionally, set in order, there will remain a long series of repairs and decorations throughout the interior; after that the pavements, the external façades, and the towers and pinnacles will all have to be objects of careful study and renewal; finally, the vicinity and approaches must be cleared and brought into harmony with the restored edifice. These works may easily occupy a period of fifteen years, and the application for every purpose of two lakhs of rupees; but the time need not be grudged, and the cost will not exceed the charge for a new Collector's Cutcherry, a new Civil and Sessions Court, and sufficient accommodation for the other subordinate departments provided for, which would undoubtedly reach the same sum at present rates.

23. Though it would be premature at this moment to undergo any great expenditure in buying up the hovels which, on two sides, approach close to the walls of the Palace, there is one native house, LL, which it would be of importance to purchase at once, as it almost blocks up the external entrance to the two rooms which are to be temporarily used as the Civil and Sessions Court. The Acting Collector should be instructed to negotiate for the acquisition of this house, and to defray the cost from the funds provided by the sale of the old Cutcherry. The price will be no great matter.

24. In conclusion, I wish to express my sense of the ability and exertions of the Government Architect in giving effect to the instructions of Government in regard to this work, and the gratification I have felt in witnessing the interest which the Superintending Engineer Colonel Roberts, the Acting Collector Mr. McQuhae, and the native community have evinced in the progress of the undertaking.

No. 171.—NOVEMBER 20, 1871.

On the adaptability of the buildings at Trichinopoly known as the Nawab's Palace for Public Offices, and on the neglected and dilapidated condition of the chief Mosque.

When I was at Trichinopoly my attention was called by the Collector to the miserable condition of the Taluq Cutcherry which is placed at present in an old bomb-proof building used formerly for some military purpose. Mr. Whiteside at the same time brought to my notice a serious want experienced by the Municipality in reference to a market for the sale of cloths, the sales being at present effected in the open air and upon the ground.

2. These representations led me to make a second examination of an immense pile of old half-deserted buildings in the town, generally known as the Nawab's Palace, which were sold by the Carnatic Receiver some years ago for a most insignificant sum of money.

3. These buildings are now in the possession of some native families of moderate means, and are used as habitations, for which they are extremely ill-adapted. They possess, on the other hand, great elements of public utility if they could be recovered by the Government and the Municipality.

4. Partly erected by the old Naick Sovereigns, and partly by the Carnatic family, the Palace of Trichinopoly possesses some interest from its antiquity, from the tragical traditions of the Ranee Mungaumal, who reigned and died here in the 18th century; and partly from the character of the buildings which contain a curious circular hall and a small tank of remarkably fine workmanship.

5. It is not, however, from this point of view that I recommend the structure to the attention of Government. In restoring the Madura Palace the Government may be considered to have preserved the best example of the style, and to have done enough for the ancient secular monuments of this part of India. The Trichinopoly Palace can, I think, still be turned to a good purpose. It can be made useful, and if in doing so an historical edifice is saved so much the better. As far as Government is concerned, I do not propose any expenditure on this account.

6. The building roughly described consists of the following parts:—

(1.) A lofty two-storied house in front with a most spacious and convenient courtyard behind. This would, I think, make an excellent Municipal Office with accommodation for carriages and stores, a good staircase being alone required, which might be built outside.

(2.) Two small courtyards with cloisters or porticos, which only require to be cleaned and whitewashed to make an excellent cloth bazaar.

(3.) A very spacious airy substantial courtyard of recent date, with a roomy portico; two good closed apartments, and other dependencies better suited for a Taluq Cutcherry than any place I have seen in the country, and which would, at this time, cost to build certainly not less than Rupees 50,000. Behind this is the curious tank mentioned above.

(4.) A circular hall, some two-storied buildings, and a sufficient free space both in the rear and the front.

In these buildings I would propose to place the Municipal Dispensary, which is at present in a hired building at an inconvenient distance from the thickly-inhabited parts of the town. Some expenditure would here be requisite for sanitation and adaptation.

7. These remarks are, I am well aware, prompted by a superficial inspection of the premises and without sufficient discussion with more competent local judges. All I would request Government to do would be this, to refer my Minute to the Acting Collector of Trichinopoly with instructions to the following effect:—

(1.) To report whether building No. 3 is well adapted for the purpose of a Taluq Cutcherry, and for what price it could be obtained for Government.

(2.) To communicate my views to the Municipality of Trichinopoly in regard to the purposes for which buildings Nos. 1, 2, and 4 could be utilized, and to report to Government whether the Municipal Commissioners are disposed to enter upon the subject and to combine with Government for the recovery of the whole group for our respective wants.

8. I think it right to add that, if the old Trichinopoly Palace is not re-purchased and converted to some objects of public usefulness, it seems destined to stand there in a state of increasing deterioration, an eyesore to the community, and a reproach to a town which is so remarkable for its liberal and progressive spirit.

9. Closely connected with the old Palace is the chief mosque of Trichinopoly, which has been a handsome structure, and which possesses an opulent endowment. The mosque itself is built from the foundations to the pinnacles, all of fine hewn stone, a very rare feature in the Mussulman buildings of this country; it is raised on a noble platform of the same material still in good repair, and it is surrounded by a range of pillared cloisters, which seem to have been originally destined for the habitation of students or persons connected with the service of the mosque. It is specially to the condition of these cloisters that I would call the attention of Government. Some portions of the edifice are in ruins, others are let out to persons of the meanest condition, who live in them in a state of filth difficult to describe. The whole forms a spectacle of neglect and dilapidation little creditable to the Mussulman religion and to the city, the aspect of which is thus disfigured, while its health is endangered. The mosque is one of those foundations which are entrusted to the care of the Prince of Arcot, and I

am confident that His Highness, on being informed of the true state of things, would gladly co-operate with Government in correcting evils which are alike repugnant to piety and to family pride. I would suggest that Government should instruct the Chepauk Agent to confer with the Prince of Arcot on this subject, and to move His Highness to appoint a special agent, who should, in correspondence with the Acting Collector of Trichinopoly, make inquiries into the condition of the mosque and its endowments, with the view of securing the appropriation of a sufficient proportion of the revenues, if possible, for the repair and maintenance of the building without reducing the establishment and the office-bearers more than is necessary. It appears to me that the cloisters referred to above, being now in a hopeless state of decay, should be removed entirely.

10. A report should also be made, for the information of the Prince and of Government, showing the value of endowments, the manner in which they are apportioned, and the purposes for which they were originally granted. In this view it would be desirable that the original deeds should be produced. The Government, I may presume, entertain no desire to abridge the power with which the Prince of Arcot is entrusted for the management of establishments closely connected with the history of his family, but they would, no doubt, consider themselves justified in bringing before His Highness all the information necessary to enable him to exercise efficiently the functions with which he has recently been invested.

No. 172.—NOVEMBER 24, 1871.

On the question of introducing a Game Law into the Madras Presidency.

The maintenance of laws for the protection of game is advocated in Europe on the following grounds:—

(1.) For the perpetuation of a wholesome and palatable supply of food.

(2.) For the preservation of interesting and beautiful animals from extermination.

(3.) For the increase of national or private wealth.

(4.) For the purpose of drawing the proprietors of land to their estates.

(5.) For the encouragement of manly exercises.

In the following remarks I propose to inquire how far any of these grounds can be justly alleged for the introduction of a general or partial Game Law into this Presidency.

2. The flesh of wild animals constitutes here, as elsewhere, an acceptable variety of diet, but it does not enter largely into the consumption of the community, and never can do so. The upper classes eat but little animal food of any sort, and though the meat of the bison, the deer, and the hare is not so strictly forbidden among some castes as that of domestic quadrupeds, those descriptions of meat are supplied in but small quantities; they are in fact so rare and inaccessible that the disappearance of the commodity from the market would cause no appreciable hardship to the consumer. Certain wild birds are indeed furnished in greater abundance, such as snipe, teal, partridges, jungle-fowl, pea-fowl, floricane, &c., but they are purchased in a great measure by Europeans. They cannot be regarded as articles of popular consumption, for they bear a price which places

them beyond the reach of the poor, nor can they be viewed as luxuries available for the bulk of the superior ranks, for most of the higher castes are debarred from the use of them by their religion. In this sense the protection of fresh-water fish by restrictions analogous to Game Laws would seem to be of more importance. Fish at least enters largely into the consumption of the lower orders, and is transported all over the country. Granting, however, that the flesh of wild animals, especially of flying game, is of some importance to a small portion of the humblest classes for the purposes of consumption and of sale, the institution of protective regulations does not seem necessary for the maintenance either of the food supply or of the trade. Snipe and teal are the most important birds of game for the table and the market in the plains, but these kinds of game do not breed in the country, and no laws that we could frame would render them more plentiful. The other sorts of flying game maintain themselves tolerably under the present system, and are in no danger of being exterminated.

3. The wanton extinction of innocent, beautiful, and useful creatures is alike repugnant to humanity, taste, science, and policy, but, except with reference to the elephant, I think that this motive can scarcely be pleaded at present as a ground for the introduction of general protective laws into the south of India. With the elephant I propose to deal in a separate minute. When we regard the tracts of desert and forest land which still occupy a considerable area of the Presidency, we need be under no urgent apprehension that the hare, the antelope, the different sorts of deer, the peacock, the jungle-fowl or the bison will be effaced from the catalogue of its fauna. They are not imminently menaced in their existence by the aggressions of agricultural improvement or by the pursuit of traders and sportsmen. The most dangerous enemies to game in India are predatory birds and beasts. But this source of mischief is one of long standing. The ravages committed by those agencies have no doubt been extensive, but they have not caused extermination, and will not do so.

In affirming that the beasts of the chase are not menaced in their existence either by the attacks of man or by those of their brute enemies, I wish to speak with some reserve in reference to the bison. This magnificent race of wild cattle are in the highest degree harmless and timid. They vanish before the advance of the axe and the plough. They avoid the contact and presence of men however rare. The time may come when it will be desirable absolutely to forbid the slaughter of the female bison wherever found, in order to preserve the species. The time has not, in my opinion, come yet, but in any legislative enactment which might be passed, the Government might do well to reserve to itself the discretionary power of extending protective provisions to the bison hereafter in every part of the country.

4. In some parts of Europe, the preservation of game is positively recommended by the material interests of the country as well as of the proprietors. In Germany the private revenue derived from hares, roedeer, and pheasants in the forests is considerable, and if these animals do any harm to the adjacent crops, the damage is insignificant and is easily indemnified. In Scotland the grouse and black game, maintained with but little outlay on certain moorish districts, yield as large a rental as the sheep on the same area, and the game stock is only prejudicial to the farm stock in so far as it demands the preservation of a greater amount of heather than is beneficial to the pasture. Nor are the general benefits attached to the production of game insignificant under certain

circumstances. The attractions afforded by the moors in the highlands of Scotland result in an immense direct expenditure in a poor country which could not possibly realize the same returns by any exercise of useful industry. The existence of game may thus produce the same effects as the existence of beautiful scenery, of salubrious air, or of a mineral spring. The article offered costs almost nothing and brings in a great deal. But nothing of this sort exists or can exist in the Madras Presidency. There is no such abundance of game on private or public lands as to induce sportsmen to pay rent for the right of shooting, nor is there any considerable class of sportsmen who would pay for exclusive rights in the pursuit of game if the game could be supplied. Some rare examples of the kind might occur, but the contingency would not offer a sufficient motive for legislation. It cannot be asserted that game should be protected here as a source of national or local wealth.

5. In Europe the existence of game and the recreation afforded by its pursuit draw men from the town to the country. Game contributes to fix the proprietor on his estate which thus enjoys the advantages of his expenditure and inspection. Pleasure becomes the auxiliary of duty, and is sometimes more powerful than duty. But the great bulk of the proprietors and occupiers of land in this country live on the land. The poorer sort, the ryots, cultivate it, the richer sort, the Zemindars, have not contracted any habits of foreign travel or even of residence in the neighbouring cities. There is no doubt a restricted class of substantial land renters in the irrigated provinces who sublet the soil and repair to the towns for their ease or for the purposes of usury or trade. But this is a class of men who have no conception of field sports, and if they had, the lands which they hold under Government would, under no circumstances, support more game than they do at present. It may be safely assumed that the protection of game in India could not possibly conduce to form or develop any class of resident landholders other than the classes which exist at present.

6. The pursuit and capture of game and of wild beasts is now in this Presidency rather the business of a hereditary native class or caste than the recreation of a considerable number of independent gentlemen. A race of hardy huntsmen are scattered through the country who wage an unequal war against destructive animals with incommensurate arms. The flying game provided for the European market is snared or netted by professional bird-catchers. Still there are some Zemindars who enjoy the pleasure of hunting the antelope with the cheetah, of shooting flying game, and of watching for the tiger and the panther in the native fashion. It is, of course, desirable that the Hindu and Mussulman aristocracy should practise manly exercises, such as riding and hunting, as much as possible, and it may be feared that these exercises are less followed by the present generation than by their forefathers. But no one would probably propose the introduction of a general Game Law, in order that the Zemindars might become better sportsmen. The greater number of the Zemindaries have large tracts of waste and forest land where the proprietors have abundant opportunities of enjoying the sports of the country if they are minded to do so, and practically of instituting any regulations which they please for the protection of game in their own bounds. The ordinary cultivator will never become a sportsman, nor is it desirable that he should do so. The general use of fire-arms is rather to be deprecated than encouraged, and the practice of

field sports among the poorer classes is prejudicial to habits of settled industry. It may promote activity and enterprise, but it promotes idleness also.

7. Having thus submitted my opinion that the introduction of a general Game Law here cannot be advocated on the grounds usually alleged for the maintenance of Statutes for the same purpose elsewhere, I must add the expression of my conviction that any attempt in this direction would be accompanied by serious disadvantages to the people. In order that a Game Law should be justly carried into effect, or indeed carried into effect at all, there must be trustworthy and commensurate agencies on the part of Government, and the Government must be supported by powerful private influences. There must not only be an honest and efficient police and a zealous magistracy, but there must be game-preservers and game-keepers, all co-operating in the prevention, discovery, and punishment of infractions of the law. But all these conditions are wanting here. The police would be untrustworthy, the magistracy would be lukewarm, and the proprietors would be inactive or hostile. It would be very difficult to prevent the crime. The country is vast and wild, there would be every facility for escape and concealment. As I have remarked before, the two kinds of flying game which afford the chief supply to the European market are birds of passage, which could not be made subject to a Game Law, and the liberty granted to capture a snipe would be used to capture a peacock or a partridge. The police, on whom the duty would entirely fall, for no one would keep a watcher, would be taken away from their serious duties and from their beats in the settled parts of the country to scour the deserts and the jungles in pursuit of an insignificant, slippery, and sympathetic offender. The poacher would escape, but the inoffensive peasantry might easily be made the victims of false accusations in respect to killing or secreting game, and would have to pay black-mail to the Government game-keeper. The time and attention of reluctant functionaries would be occupied with the trial of a frivolous offence. Some honest people might go to jail who would be corrupted by the contact of villains, who would cost the Government no small amount of money, and who would be discharged with feelings of resentment towards the authorities whom they now regard as friends. A new crime would be created, which would not appear to be a crime to any one but to an officer on leave. The people would be persecuted, and the Government would be hated. The enforcement of a Game Law is rather an odious business at best when the executive is supported by powerful auxiliaries in society, but I venture to say that no Government in Europe would attempt to maintain such a law unaided, and in India the law, if enacted, must be maintained by Government alone.

8. So strongly am I impressed with the belief that a general Game Law in this country would be an unjustifiable and pernicious innovation that I do not think that the Government ought to institute any inquiry or consult any authority. I submit that we should renounce the notion of legislation for such a purpose on transparent grounds of reason and policy.

9. The views which I have expressed respecting the introduction of a general Game Law will probably be shared by many who may, however, hold that protective regulations might be exceptionally introduced in certain districts of the country for a special purpose. It may be contended that in some of the hill ranges of Southern India the preservation of game would be attended with some advan-

tages and would be liable to little abuse. Nor am I prepared to deny that such might be the case, though the question is surrounded with considerable difficulties. The Neilgherry Hills for instance have been selected by Government as the principal sanitarium of the English army and of the English community, and some expenditure has been incurred in rendering the locality suitable for this purpose. They have also become the seat of a considerable planting interest and of an independent English population. The Government would be justified in developing the attractions and recreations of the district by every means in their power, and the preservation of the beasts of the chase, which still exist in considerable numbers, would perpetuate an incitement to exercise and amusement. The preponderant interest here is an English interest. The area of protection would be limited and manageable, the native population are tractable, and the authority of the law would be supported by the sympathies and co-operation of the most important class of residents. The same arguments would apply, though with less force, to the Pulney Range in Madura, and the mountainous region on the borders of Tinnevely and Travancore may hereafter fall under similar conditions.

10. These admissions being made, let us inquire in what manner a law for the preservation of game could be introduced into the Neilgherry Hills, so as to provide the maximum of good with the minimum of harm. It appears to me that such a law should possess the following leading features:—

- (1.) It should be restricted in the area of its application.
- (2.) It should be restricted with reference to the animals protected.
- (3.) It should be of a flexible and discretionary character.

11. The main provision in any Game Law is the institution of a close season, of a period in the year during which it is not permitted to kill the animal protected. If such a provision was made applicable to the whole area of the Neilgherry District, the planter would not be able to kill the deer in his coffee garden, the ryot would not be able to kill the deer in his crop. Such a state of things would not be tolerable. Absolute liberty must be left to all proprietors and occupiers of land to destroy every description of wild animal on their own ground in all seasons. Nor would this be enough. The plantations of tea, coffee, and chinchona which have been established on the hills by the labor and capital of our countrymen are mostly surrounded by Government waste and often closely hemmed in by Government forest. The native cultivator is nearly in the same position. If the power of killing destructive animals, under all circumstances reserved for the proprietor or occupier of land, was strictly limited to his own land, the wild animal would have a sanctuary in the edge of the adjacent wood, from which he would issue by night or day to satisfy his appetite at the expense of the crop. It seems to me indispensable that the planter or cultivator should have the power of pursuing and killing the destructive animal through the Government waste or forest to a certain distance, say to the distance of one mile. The protecting force of the Neilgherry Game Law would thus only extend over land, the property of Government, with an exceptional power on the part of the private proprietor or occupier to follow and kill wild animals on Government land to a prescribed distance. Although the area over which the Act would have force would in this way be in some measure restricted, I need not say to those who are acquainted with the Neilgherry plateau that the protecting force of the law would still extend over a vast tract of vacant country containing the favorite

resorts of the sambur and the ibex. The law would be imperfect. It would not be, properly speaking, a Game Law at all, but an Act for regulating the right of shooting on Government land. Yet it would be practically effectual for the purpose contemplated. It would provide a season of grace, a season in which the animals of the hills would enjoy immunity from molestation, in which those which come up from the plains might arrive and settle with greater confidence and in greater numbers.

12. In limiting the species of animals to which the law should apply, it is scarcely necessary to remark that it would have no reference to wild beasts, such as tigers, leopards, or bears. They would be liable, as at present, to pursuit and destruction at all seasons and in all places. Nor would I admit the hog to the benefit of the Act. The hog breeds all the year round, is never hunted on horseback on the hills, gives little sport for the gun, and is particularly mischievous to the husbandman. The flying game of the Neilgherries is insignificant in quantity. The woodcock, snipe, and one species of quail are migratory and must be shot wherever they appear. With this freedom in regard to these birds it would be idle to protect the jungle-fowl and the peacock. The former haunts the depths of the thick copse-woods and is seldom shot, the latter is found only on the lower slopes of the mountains contiguous to the plain.

After excluding the animals enumerated above, there remain for consideration the bison, the sambur, the jungle-sheep or mundjock (also called the barking deer), the ibex, the hog-deer, and the spotted-deer. The hog-deer very rarely ascend the hills. The spotted-deer are almost unknown. The bison, the sambur, the jungle-sheep, and the ibex are virtually the only animals which require the protection of a close season, and which it would be necessary to mention in an enactment for that purpose.

The bison breed once a year, but it is not certain that their breeding is confined to any particular season. Their natural habitat is in the forests on the lower declivities of the mountains. They are driven up to the plateau in the rains by the attacks of leeches, in the dry season by the firing of the woods.

The female sambur go with young for the most part from March to October, and many of the fawns are believed to be dropped in the latter month. There is, however, no absolute rule to this effect, for the female has been killed in a state of pregnancy during all the months of the year. The stag is in hard horn from the beginning of October to the end of March, but here too there are exceptions, for stags have been seen occasionally in hard horn and in soft horn in all months of the year, according to the testimony of Colonel Hadfield, than whom there is no more competent authority.

The jungle-sheep, with reference to breeding, follows approximately the same rule as the sambur. The buck is in hard horn during the cold season.

The ibex breeds indifferently at all seasons, and the male retains his horns. The sambur and the jungle-sheep are true deer. The ibex is a goat.

From what I have stated it is apparent that a close season, which should include the four species of animals referred to, could not be regarded as one exactly identified with their breeding seasons, for the bison and ibex have no well-defined breeding season, and the sambur and jungle-sheep are not absolutely regular in their habits in this respect.

13. In fixing the period and duration of the close season three things would have to be considered—

- (1.) The period of breeding in the female.
- (2.) The condition of the male in regard to horns.
- (3.) The convenience of the sportsman.

These considerations might be tolerably reconciled by fixing the close season for the male of the sambur and jungle-sheep from the 1st of April to the 1st of September, and the close season for the female of the same species from the 1st of April to the 1st of January.

The bull-bison should be protected during the same months as the stag. The slaughter of the cow-bison should be entirely prohibited. The male ibex should be protected, like the male sambur, from the 1st of April to the 1st of September. The female ibex should be absolutely protected.

The visitors who resort to the Neilgherries for health and recreation come for the greater part from Bangalore or from Madras. The former repair to the hills during the months of February, March, April, and May; the latter in the months of July, August, September, and October. According to the arrangement which I have advised, the Bangalore sportsmen would have, for the purpose of shooting, the two last months of the open season, February and March, the sportsmen of Madras would have the two first months of the open season, September and October. The residents on the hills would enjoy the whole of the open season from the 1st of September to the 1st of April. It will be observed in these proposals that I have admitted the right of killing the female of the sambur and of the jungle-sheep from the 1st of January to the 1st of April, while I have granted a complete immunity to the female of the bison and the ibex. In making this distinction I am influenced by a consideration of the difference which exists between the deer and the other animals in regard to breeding, and also by the fact that the sambur and jungle-sheep are much more numerous than the bison and the ibex. I would not strongly oppose the complete prohibition to kill the female of the deer should it be advocated by my colleagues, but on the whole it appears to me that this restricted liberty might be granted to the public without any serious danger to the stock of deer on the Government preserve. The course which I recommend would also be consistent with the practice followed elsewhere. In the parks of England and the forests of Scotland the does and hinds are annually thinned.

14. Should it be admitted that a close season should be instituted, and that it should be approximately of the character indicated, I would not at once regulate by the terms of law the duration or incidence of the season. Something must be left to experience, and some further relaxation might possibly be claimed in favor of sportsmen.

The power of announcing the commencement and termination of the close season in each year, with reference to all kinds and both sexes of animals, should be vested in the Commissioner of the Neilgherries with the sanction of Government, providing always that the close season, with reference to male animals, should not extend beyond five consecutive months. This discretionary power on the part of the Commissioner and of Government will not seem unreasonable when it is remembered that the law has reference exclusively to Government land and to the animals upon it.

15. The institution and the character of the close season having been thus disposed of, there remain two subordinate expedients for the protection of game to be discussed:—

(1.) The registration and license of fire-arms.

(2.) The restrictions to be imposed on the sale of the animals contemplated by the Act, alive or dead, for the purpose of food or otherwise.

16. I would suggest that no person whatever should be allowed to carry fire-arms for any purpose on the Neilgherries without a license, and that these licenses should be issued annually to residents who may desire them and to visitors on their application.

The licenses would be of two kinds, 1st, to carry arms; and, 2ndly, to carry arms for the purpose of killing game on Government land.

The first kind of license should be issued gratuitously to *bona fide* proprietors and occupiers of land, or proprietors of cattle who may be presumed to require fire-arms for the protection of their persons and property from the attacks of beasts of prey or animals destructive to crops on their own property or within the licensed distance on Government waste land, and also to all persons desirous of using fire-arms for the destruction of beasts of prey anywhere and for exercise in shooting at a mark or other purposes not prohibited by the terms of the Act.

The second kind of license should be issued on the payment of a fee, and should entitle the holder to kill wild animals on Government land contemplated by the terms of the Act.

For the second description of license the amount of fee should not exceed Rupees 20 per annum, and the amount should be fixed from time to time by the Commissioner with the sanction of Government.

The Commissioner should, however, possess a discretionary power with reference to the issue of both kinds of license and to the withdrawal of the same subject to an appeal to Government on the part of persons who might feel themselves aggrieved by the exercise of that power.

By these provisions all dangerous and suspected persons and habitual poachers could be deprived of the power of carrying fire-arms for any purpose, while every necessary provision and facility would be afforded to honest men for the defence of their lives and goods.

17. The sale of all animals placed under the protection of the law alive or dead for the purpose of food or otherwise, publicly or privately, should be rendered penal during the period of the close season, but the possession of such animals for the purpose of food without any attempt to sell should not be rendered penal, as the animal might be lawfully killed on the ground of some private proprietor or occupier of land.

18. Should a simple Act, such as that which I have endeavoured to sketch, be accepted by Government and the Legislative Council, it must be supported by penalties and also by some preventive machinery.

19. The penalties would have reference to infractions of the provisions respecting hunting in the close season, the carrying of arms, or the sale of the animals or their flesh, protected by the Act.

For the offence of pursuing, capturing, or killing the animals protected by the Act in the close season I would inflict for the first offence a fine not exceeding Rupees 20, with the alternative of imprisonment not exceeding one week; for the second offence a fine not exceeding Rupees 50 or imprisonment not exceeding a month, with confiscation of dogs, arms, and other apparatus of the chase; for subsequent offences the penalties attached to the second, with the addition of imprisonment not exceeding three months and permanent

incapacity to obtain a license of either kind to carry arms. When the offence of hunting in the close season was aggravated by the use of arms without a license or by the unlawful sale of the animal killed, or by both, the case would be met by the imposition of the higher amounts of pecuniary penalty.

For the simple offence of bearing arms without a license, a fine not exceeding Rupees 20 would be a sufficient penalty, with the alternative of imprisonment not exceeding one week; when the offence was aggravated by that of pursuing the animals protected by the Act in the open season the penalty might be raised to a maximum fine of Rupees 50, accompanied by confiscation of arms, with the alternative of imprisonment for one month.

For the unlawful sale of the animals protected by the Act for the purpose of food or otherwise, I would inflict the seizure of the article and a fine in no case exceeding Rupees 50, or one month's imprisonment.

20. The preventive machinery instituted under the Act would depend upon the amount of fees paid for licenses to carry arms and the amount of fines levied in consequence of infractions of the Act. The Government would probably deem it desirable to appoint an officer charged with the duty of promoting the strict execution of the Act with the title of Conservator of Game, and this office might be held in conjunction with the existing office of Conservator of Woods on the Neilgherries. The Conservator of Game would nominate keepers and watchers, who would also be employed in the destruction of vermin and wild beasts and incidentally in the protection of the woods from depredation and fires. The strength of this establishment would depend on the resources at the disposal of the Conservator.

21. The Act should, in the first instance, be rendered applicable to the Neilgherry District, but power should be reserved for Government to extend its provisions to the mountain ranges in the districts of Madura and Tinnevely at their discretion.

22. It must be admitted that a law for the preservation of game of the character indicated above, however limited and guarded in its application, might still become the source of inconveniences which it is difficult to anticipate. A difference of opinion would be discovered at once, as to the expediency of any legislative interference, and the policy might naturally be questioned of sacrificing the interest of the sportsmen of the present to that of the animal of the future. The planter and the native cultivator might also have their complaints and wrongs. I would, therefore, advise that any Act which may be adopted should be cast throughout in a facultative and discretionary form, so that its provisions might at any moment fall to the ground by a cessation of action on the part of the Commissioner of the Neilgherries and of the Government.

23. It only remains for me to offer my excuses to the Members of Government and to the Supreme Government for the delay which has occurred in the circulation of these papers with a view to the discussion of a Game Law. The delay is one which has been entirely owing to my own failure to bring the subject forward at an earlier period, as I had undertaken to initiate the deliberations of Government. Any dissatisfaction which the Government of India may feel in connexion with this question may, therefore, properly be addressed to me individually and not to the Council.

No. 173.—DECEMBER 6, 1871.

On the alternative questions of reconstructing the Combaconum College on a different site or remodelling the existing structure.

I had an opportunity, on my recent tour in Tanjore, of visiting the Government College at Combaconum, which it is proposed to re-build or re-model in consequence of the insecure and insufficient character of the accommodation afforded by the existing structure.

2. The site of the present building is so beautiful, convenient, and congenial, situated as it is on the banks of the Cauvery, surrounded by fine trees and a spacious meadow, that I cannot see the least motive for abandoning it in favor of any other position, but rather many reasons for retaining it.

3. If the Government, as I hope, should determine to abide by the present site, the question presents itself whether to re-construct the building entirely on a different spot in the same site, or to re-construct it entirely on the same spot, or to repair, modify, and enlarge the old building.

4. I do not think that a better spot could be selected than the present one. It is on the bank of the river, which is higher than the level of the ground further back, and it enjoys the coolness of the flowing water and the shade of the trees by the side of the stream. The only advantage in placing a new building on a different spot would be that, until the new building was completed, the old one would be available without disturbance for the use of the school. But arrangements could, I understand, be made, by which, if the present building is in part retained, the whole building need not be completely evacuated at the same time, but that such a portion could always be reserved for occupancy as would be essentially useful in conjunction with temporary sheds, such as are, in fact, in use at the present moment.

5. If the building is not to be re-constructed on a different spot, it appears to me that there is good ground for not removing and destroying the present building entirely. There are portions of the existing structure both roomy and substantial, while the whole is erected on a very solid brick platform which must have alone cost a large sum of money, and which affords an excellent foundation above the level of the highest floods. The Government Architect assures me that by retaining the greater portion of the old house and re-modelling it according to the plan submitted by him, a considerable saving may be effected compared with the cost of a new collegiate building.

6. On the whole the impression left on my mind after a careful inspection of the premises and site, and after discussing the question with the persons locally interested, is that the present site and the present building, as far as it will go, should be retained; that the proposed plan for a restored and embellished building should be adopted definitively; and that the work should be prosecuted at once.

7. I would, therefore, propose that directions should be given to the Government Architect to prepare a detailed plan of the building, of which a sketch has already received the general approval of Government, and that Mr. Chisholm should be charged to prepare a detailed estimate in conjunction with the Executive Engineer of the range, whose co-operation and concurrence in this part may be considered desirable in order to avoid future misunderstanding and controversies.

In order to carry out these instructions Mr. Chisholm should be empowered to proceed at his earliest convenience to Combaconum.

No. 174.—DECEMBER 14, 1871.

On the organization of Medical Training Schools.

The Members of Government will probably think that the time has now come when the question of providing better sanitary and medical agencies for the benefit of the native population in the provinces, in connexion with the working of the Municipal and Local Funds' Acts, may be resumed with advantage. The matter was dropped under an Order of March 3rd, 1870, until financial resources should be provided under the provisions of the Acts referred to.

A basis of deliberation is afforded by the four accompanying documents.

(1.) The report of the committee appointed under G. O., No. 1,059, of July 30, 1869, to consider the best means of utilizing the provincial dispensaries as popular schools of medicine.

(2.) A letter from Inspector-General Mackenzie, of the Indian Medical Department, to the Chief Secretary to Government, of January 19, 1870, covering the report above mentioned.

(3.) The Proceedings of the Board of Revenue, under date of April 12 and of May 25, 1869, containing the reports of the Collectors of districts and embodying the opinions of the Board on questions connected with medical relief and the organization of medical institutions in the country.

(4.) A letter from Acting Inspector-General Balfour, Indian Medical Department, to the Chief Secretary to Government, under date of September 25, 1871.

2. In the following remarks I do not intend to raise for discussion all the points connected with a scheme for the diffusion of European medical science in the Presidency. I shall circumscribe myself to certain matters on which I think it is desirable that Government should at once adopt definitive resolutions in order that the project may be worked out afterwards in detail with the benefit of professional advice.

3. The points to which I allude are the following:—

(1.) Whether the order of medical officers, whom we have it in contemplation to create, should receive their education at the Medical College in Madras, or, partly at least, in provincial schools instituted for this purpose.

(2.) If provincial schools are instituted, where they should be placed.

(3.) If provincial schools are instituted, by what agency are they to be directed, and in what language instruction is to be given.

(4.) What is to be the status of the pupils of such colleges during the period of their education and after they have graduated for public employment.

(5.) From what source are funds to be drawn for the support of the schools referred to.

4. The committee of 1869, Inspector-General Mackenzie, and the Board have all contemplated the institution of provincial schools of medicine for the education of a class of medical officers to be employed in the rural districts under the denomination of village dressers, or village vythians, and it has been generally assumed that these schools are to be grafted on the stock of existing dispensaries. Acting Inspector-General Balfour has, however, in his letter of

the 25th September last, contended for the education of the officers contemplated in the Medical College of Madras exclusively. It behoves the Government, therefore, to weigh the arguments which may fairly be adduced on behalf of either opinion.

5. In favor of the Medical College of Madras it may be argued that the education afforded would be more complete, and that the expenditure would be smaller.

There can be no doubt that the presence of a complete staff of professors in the various branches of medicine and surgery in the Medical College of Madras affords a teaching agency far superior to anything that could be furnished in the country, while the existence of libraries and museums and the opportunities for the diagnosis and exhibition of disease in the General Hospital supply means of study and practice which would be, in some measure, wanting in provincial schools.

It may also be conceded that the exclusive education of the pupils in the Medical College of Madras would involve less expense. The creation of new establishments, new buildings, and new apparatus of study and instruction would all be in great part retrenched.

It may, however, be contended, on the other hand, that a provincial dispensary in a populous provincial town would still offer a competent field of professional observation, and would even exhibit types of local disease which might be deficient in the metropolitan hospitals, though of the greatest importance to the provincial practitioner. Libraries and collections would be gradually formed at the different centres of medical instruction.

The expenditure might be greater, but it would be more popular and more equitable for the application of local funds drawn from the extremities of the country; for the exclusive purpose of medical education at Madras would be repugnant to public feeling in the provinces, and scarcely consistent with the spirit of the Acts. Nor would it answer the purposes which the Government have at heart to centralize and condense this form of educational development at the capital. The aim of Government is to popularize and accredit the processes of European medical science among the masses of the people. With this view the teaching agency should be placed before the eyes of the people. The influence of the school would thus be felt not only in the formation of the pupil, but in the enlightenment of the community. The school with its lectures, its books, its museum, and all its scientific apparatus would awaken some curiosity and inquiry which would be lost if teacher and pupil were alike sequestered at a single and distant spot. Nor will it escape the notice of Government that, if the educational agency was centred in Madras, the benefits attached to the project might be monopolized by a single class, by the youth of the capital, who, however intelligent and ambitious, might not prove to be well adapted for laboring in remote provinces and among uncongenial races. To win the confidence of the various sections of the population each must be approached through a familiar and acceptable channel by an agent acquainted with its manners and its language and possessing its sympathies. It may, however, be doubted whether pupils from Malabar and Ganjam would be easily attracted to Madras, or would remain contented here. Another disadvantage attached to the metropolitan system of education would be felt in the sacrifice of interest and support on the part of influential and wealthy families in the provinces. The merchant or the zemina-

dar who would found a scholarship, or support a student in his own country might not be so ready to expend his generosity on a college which he would never see and among a population with which he had no connexion.

6. The arguments in favor of a diffusion of educational agency appear to me to be preponderant, and, if the Members of Government assent to this view of the question, it will be necessary to organize several places of medical instruction. The committee of 1869 has advised the institution of a single provincial school in the first instance as a tentative measure, and have proposed to place it at Cuddapah. Inspector-General Mackenzie would establish four schools at once, and fix them respectively at Vizagapatam, Trichinopoly, Madura, and Calicut or Cochin. Adopting the bolder measure recommended by the Inspector-General, I would venture to suggest some modification in the number and position of the places selected.

Vizagapatam would, on many grounds, be an eligible position for an institution of this character. It would be accessible to the Oorayah population of the extreme north, to the Hill tribes, and to the Telugu people of the plains, who are not much disposed to move away from their native districts. It would awake the interest and receive the support of a powerful class of land-owners, some of whom have manifested a warm interest in education and social improvement. The school at Vizagapatam would supply the wants of four districts—Ganjam, Vizagapatam, Godavery, and Kistna.

A group of three Telugu districts—Cuddapah, Kurnool, and Bellary—might be associated in the support of a second school, which I should be disposed to place at Bellary. Cuddapah has been recommended by high authority, but chiefly on account of the presence of a native medical officer of distinguished reputation who could be transferred to another place. Cuddapah is considered unhealthy, is less important than Bellary, and does not offer so wide a field of observation as would be afforded by a military station containing several hospitals. Kurnool is less accessible than either.

Although I have deprecated the proposal of the present Inspector-General to use the Medical College of Madras exclusively for the education of the class of medical officers whom we have it in contemplation to form, I must acknowledge that Mr. Balfour has touched a defect in the scheme of the committee and of his predecessor. The Medical College, though not recommendable as a sole agency, may be a most useful instrument for our purposes, and might afford the best means for educating the village dressers destined for service in the Tamil Districts or mixed districts adjacent to the Presidency. I would recommend that the Medical College should be adopted as the medical training school for the districts of Nellore, Chingleput, North Arcot, South Arcot, Tanjore, Trichinopoly, Salem, and Coimbatore, all of which are now placed in easy communication with the capital.

The districts of South Canara, Malabar, and the Neilgherry Hills would send their students to Calicut.

Madura and Tinnevely remain to be dealt with, and I would propose to select Dindigul as the site for the establishment destined to supply their wants for special reasons to be stated hereafter.

According to the scheme which I have here submitted, there would be five training schools for village dressers instituted or recognized at once at Vizagapatam, Bellary, Madras, Calicut, and Dindigul.

7. The question of the agency by which the medical training schools of the Presidency are to be directed is a most important one, which it would be inexpedient, in my opinion, to solve by any absolute rule at present. The position of Government in regard to this matter is tentative. We may very properly try more than one method and adhere to that which experience proves to be the best. According to the scheme of distribution which I have recommended, three agencies would be employed. In Vizagapatam, Bellary, and Calicut the medical training schools would be closely connected with the local dispensary if not identified with it; in Madras the teaching staff of the Medical College and the General Hospital would be the basis of instruction; at Dindigul the means of education would be supplied by the American Medical Mission and its hospital.

At Madras and Dindigul, the educational agencies being already provided, it only remains to determine whether the Principal or Director of the three other schools should at the same time occupy the post of Civil Surgeon of the station and be charged with the instruction of the dispensary, or whether he should be an independent officer exclusively devoted to the training school itself, but admitted to the dispensary for the purpose of teaching. It appears to me that, both with a view to economy and harmony, the Principal of the Medical Training School should be Civil Surgeon of the station, and should be invested with absolute authority in the local dispensary. If the duties attached to the two employments were more onerous than the officer could perform efficiently without assistance it would be better to grant him that assistance in the form of a subordinate than to divide the two employments placing an independent officer in each.

8. Assuming, then, that the Principal of the Medical Training Schools at the localities above mentioned is at the same time to be Civil Surgeon of the station, it appears to me indispensable that he should be a native of the country. I do not propose to lay down an absolute rule that the lectures of the Principal are to be delivered in a vernacular of the country; such a rule might militate against the study of the English language, a knowledge of which, in some measure, should be an indispensable qualification for the employment of village dressers, but it can scarcely be questioned that the lecturer should be able to give instruction indifferently in English and in one of the languages of the country, using both vehicles of exposition with equal facility and supplementing one by the other. Such a knowledge of the native languages as I have referred to could usually only be found in a native. I think, however, that the employment of natives in these offices is recommended by other considerations. It would certainly contribute to the success of the project, and it would provide a reward for distinguished merit in that class, which is at present wanting.

9. The Government will not fail to observe that, by the adoption of my plan, three native physicians would be placed in charge of civil stations, which would not be acceptable to European officers and their families. The evils attached to such an arrangement would, however, be reduced, in the present instance, to a minimum, for both at Vizagapatam and Bellary the European residents would have access to professional advice from their own countrymen.

10. In contemplating the adoption of the American Medical Mission at Dindigul as the teaching agency for the training school appropriated to Madras and Tinnevely, I am influenced by the desire to try, in one instance at least, the grant-in-aid system in connexion with an independent educational body, a system which has proved to be so profitable to the State and the community in

other branches of public instruction. The Medical Mission at Dindigul has thoroughly gained the confidence of the population; its value is recognized by the head of the department at Madras; it is directed by a gentleman remarkable for his zeal, intelligence, professional ability, and devotion to the people among whom he lives. The experiment could hardly be made under more promising circumstances. I am aware that in Tinnevely another Medical Mission has recently sprung up in connexion with the Society for the Propagation of the Gospel, which would possess every guarantee of equal usefulness if the health of the gentleman who presides over it did not inspire an apprehension that he may not be able to continue his work in that debilitating climate. This circumstance alone appears to me to turn the scale in favor of Dindigul and the Rev. Mr. Chester. In a matter of this nature the qualifications of an individual are all-important, and among these qualifications physical strength and the promise of prolonged activity cannot be lost sight of. In Mr. Scudder, of Arcot, in Mr. Strachan, of Nazareth, and in Mr. Chester, of Dindigul, this Presidency possesses independent propagandists of medical science, whose capacity for good it would be difficult to exaggerate, but Mr. Chester appears, from the position of his mission and his own personal qualities, to have the best claims on the recognition of Government if he is willing to accept the obligations of such a position.

11. There can be little doubt, I think, that the Government must be prepared to offer some attraction and some support to the young men whom they desire to educate for the employment of native dressers. I do not doubt that a strictly voluntary system would produce candidates for such offices; that, if Government simply fixed a standard of qualification and appointed a day of examination, aspirants would shortly present themselves without further trouble or expense. But I am confident that the exact class of candidates whom we desire to employ would not be discovered by that method. We should not in that way obtain with any certainty the castes, the races, and the moral qualifications which are desirable with a view to render our project acceptable and successful. I believe that I shall convey the sentiments of Government when I affirm that the students at our medical training schools must receive remuneration during the period of tuition, and must be entertained under an engagement to obtain Government employment at the end of that period if duly qualified for it by attainments and by good conduct.

The number of students to be supported in connexion with each training school, the amount of pension to be awarded, and the exact nature and emoluments of their subsequent appointments are points to be determined hereafter.

It appears to me, however, that it would be desirable that Government should decide at once upon the manner in which nominations should be made. As the contemplated training schools must, in a great measure, be supported from local funds, it may seem desirable that the Local Funds Boards should be entrusted with the selection of candidates for these bursaries, who, on the recommendation of the President of the Board, would be admitted to the position referred to after passing some simple form of examination. The number of candidates named by each Local Fund Board would be fixed with reference to the population of the circle compared with that of the other circles rated to the support of the same school. In this way an equitable repartition of nominations would be maintained, and the Boards would retain a stronger local interest in the support of the project.

The faculty of nomination being awarded to the Local Funds Boards, it would not be desirable to limit the sphere of their selection by any absolute rule. The Government might recommend that candidates should be selected from respectable castes, and that the experiment should be made of appointing, in some instances, the sons of vythians or hakims when candidates in other respects eligible could be obtained in those classes.

12. The medical training schools now under consideration being intended to form a class of medical officers exclusively affected to civil employment and local duty, it seems equitable that they should be, in a great measure, set on foot and supported from local funds, which were, indeed, rendered applicable to objects of public health in some measure with a view to the creation of these establishments. In fixing the share of the projected expenditure to be borne by the Local Funds Boards, Government should, I think, lay down that all the outlay incurred on this account should be charged to local revenues, except the salary of the Chief Medical Officer, or Principal of the Institution, who would, according to the present scheme, be in three cases the Zillah Surgeon. In the case of the Presidency College any extra expenditure which might be incurred on account of a special officer entertained for the superintendence and education of this class of students would be charged to provincial funds, while in the case of Dindigul, placed under the grant-in-aid system, such a portion of the grant as might fairly be regarded as personal remuneration to the Rev. Mr. Chester would be taken from the same source. In this way in every case the superior medical instructor would be at the charge of the State, while the subordinate establishments, the apparatus, buildings, furniture, and the pensions of the students would be defrayed from local resources.

Should the Government assent to the views which I have embodied in the present minute, or concur in views approximately the same, I would then propose that the Inspector-General, the Sanitary Commissioner, and the Chief Secretary to Government, forming a commission, should be instructed to submit the following reports on certain matters on which full information and professional advice are indispensable, in order that Government may frame projects in detail, which may be submitted for consideration to the Local Funds Boards severally interested:—

(1.) A plan for the institution of a medical training school at each of the three stations at which the establishment is to be grafted on existing dispensaries, viz., at Vizagapatam, Bellary, and Calicut, showing the character of the buildings which would be required; a specification of the personal establishments, instruments, apparatus, books, furniture, and other articles requisite; a statement of the number of pupils to be entertained, of the amount of pension which it would be advisable to award, and of the manner in which the nominations should be distributed among the Local Funds Circles rated to the several schools.

(2.) A plan for the use of the Medical College as a training school for the class of pupils referred to, showing the manner in which the pupils would be enabled to avail themselves of the processes of instruction now in force, and of the adaptations or additions which it might be expedient to make with a view to the superintendence, control, and instruction of the new class of pupils.

(3.) A plan for the use of the American Medical Mission at Dindigul for the purpose of a medical training school to be framed in conjunction with the

Rev. Mr. Chester, should he be disposed, under the sanction of his mission, to co-operate with Government for this purpose.

(4.) A revised scheme of medical instruction to be used in the training schools, a revised standard of qualification for the office of village dresser, having due regard to the opinions on these subjects expressed in previous correspondence by the authorities formerly consulted, and a standard of qualifications for admission to the position of pensioned students in the training schools.

(5.) A statement of the names, qualifications, and services of the three native Medical officers whom it may be considered desirable to employ as Zillah Surgeons and as Principals of the Training Schools at Vizagapatam, Bellary, and Calicut, as well as of any Native or East Indian Medical officers who may be recommended for employment in the Medical College in connexion with this scheme, or in the Mission at Dindigul.

I propose to submit my views in regard to the position and duties of the village dressers after qualification in a separate minute.

No. 175.—DECEMBER 18, 1871.

On the Organization of Sanitary Establishments in Districts.

In a minute, under date the 14th December, I brought under the notice of Government proposals having reference to the institution of medical training schools in this Presidency with the view to the creation of a class of officers of a popular character who might be employed in the diffusion of medical relief in the rural districts.

I now desire to submit suggestions for the organization of a general sanitary establishment connected with the proposed medical agencies referred to above and with the Department of Vaccination.

2. In advising the institution of a Health Officer in each district, placed in official connexion with or subordination to the Sanitary Commissioner at Madras, I merely revive a proposal which has in one form or another, I believe, received the assent of all who have reflected or written on the subject. There has been no difference of opinion as to the expediency of such a measure, but it has been debated whether the class of officers referred to should form part of an establishment under the central authority of the Sanitary Commissioner or whether they should be placed under the orders of the Collector of the district.

The latter alternative has always appeared most advisable to me, believing, as I do, that every agency having its sphere of action among the people should be as closely associated as possible with the chief Revenue authority, in order to conciliate his powerful sympathy and support, and at the same time to render him the respect and obedience which are due to the local representative of Government.

Conformably to the views here expressed each district would be supplied with a District Health Officer belonging to one or other of the grades of the medical establishment who should be charged with the following duties:—

- (1.) The preparation of the returns of births and deaths in the district.
- (2.) The superintendence of all sanitary measures connected with places and occasions of general resort, such as fairs, pilgrimages, &c.

The faculty of nomination being awarded to the Local Funds Boards, it would not be desirable to limit the sphere of their selection by any absolute rule. The Government might recommend that candidates should be selected from respectable castes, and that the experiment should be made of appointing, in some instances, the sons of vythians or hakims when candidates in other respects eligible could be obtained in those classes.

12. The medical training schools now under consideration being intended to form a class of medical officers exclusively affected to civil employment and local duty, it seems equitable that they should be, in a great measure, set on foot and supported from local funds, which were, indeed, rendered applicable to objects of public health in some measure with a view to the creation of these establishments. In fixing the share of the projected expenditure to be borne by the Local Funds Boards, Government should, I think, lay down that all the outlay incurred on this account should be charged to local revenues, except the salary of the Chief Medical Officer or Principal of the Institution, who would, according to the present scheme, be in three cases the Zillah Surgeon. In the case of the Presidency College any extra expenditure which might be incurred on account of a special officer entertained for the superintendence and education of this class of students would be charged to provincial funds, while in the case of Dindigul, placed under the grant-in-aid system, such a portion of the grant as might fairly be regarded as personal remuneration to the Rev. Mr. Chester would be taken from the same source. In this way in every case the superior medical instructor would be at the charge of the State, while the subordinate establishments, the apparatus, buildings, furniture, and the pensions of the students would be defrayed from local resources.

Should the Government assent to the views which I have embodied in the present minute, or concur in views approximately the same, I would then propose that the Inspector-General, the Sanitary Commissioner, and the Chief Secretary to Government, forming a commission, should be instructed to submit the following reports on certain matters on which full information and professional advice are indispensable, in order that Government may frame projects in detail, which may be submitted for consideration to the Local Funds Boards severally interested:—

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(3.) A plan for the use of the American Medical Mission at Dindigul for the purpose of a medical training school to be framed in conjunction with the

Rev. Mr. Chester, should he be disposed, under the sanction of his mission, to co-operate with Government for this purpose.

(4.) A revised scheme of medical instruction to be used in the training schools, a revised standard of qualification for the office of village dresser, having due regard to the opinions on these subjects expressed in previous correspondence by the authorities formerly consulted, and a standard of qualifications for admission to the position of pensioned students in the training schools.

(5.) A statement of the names, qualifications, and services of the three native Medical officers whom it may be considered desirable to employ as Zillah Surgeons and as Principals of the Training Schools at Vizagapatam, Bellary, and Calicut, as well as of any Native or East Indian Medical officers who may be recommended for employment in the Medical College in connexion with this scheme, or in the Mission at Dindigul.

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I now desire to submit suggestions for the organization of a general sanitary establishment connected with the proposed medical agencies referred to above and with the Department of Vaccination.

2. In advising the institution of a Health Officer in each district, placed in official connexion with or subordination to the Sanitary Commissioner at Madras, I merely revive a proposal which has in one form or another, I believe, received the assent of all who have reflected or written on the subject. There has been no difference of opinion as to the expediency of such a measure, but it has been debated whether the class of officers referred to should form part of an establishment under the central authority of the Sanitary Commissioner or whether they should be placed under the orders of the Collector of the district.

The latter alternative has always appeared most advisable to me, believing, as I do, that every agency having its sphere of action among the people should be as closely associated as possible with the chief Revenue authority, in order to conciliate his powerful sympathy and support, and at the same time to render him the respect and obedience which are due to the local representative of Government.

Conformably to the views here expressed each district would be supplied with a District Health Officer belonging to one or other of the grades of the medical establishment who should be charged with the following duties:—

(1.) The preparation of the returns of births and deaths in the district.

(2.) The superintendence of all sanitary measures connected with places and occasions of general resort, such as fairs, pilgrimages, &c.

(3.) The superintendence of measures for the control of sudden outbreaks of epidemic or epizootic disease, and the investigation of the causes of such outbreaks.

(4.) The preparation of suggestions for sanitary works to be submitted to the Local Funds Boards.

(5.) The direction of vaccination in the district.

3. The District Health Officer in all these matters would report directly to the Collector, and the Collector would forward his reports to the Board of Revenue through the Sanitary Commissioner, who would accompany the reports with such remarks as he might deem expedient, communicating at the same time with the Collector. The District Health Officer might, as an alternative, address his reports to the Sanitary Commissioner, and forward them through the Collector; but, on a review of all the bearings of the question, and especially with reference to the fact that almost all the expenditure in connexion with these establishments will be defrayed from local funds, it appears to me that the Health Officers should be directly subordinate to the Collector, and that the Sanitary Commissioner should officiate entirely as an inspecting and consulting authority. His influence would not be less operative and useful because less apparent, while the administrative constitution of the district would be better sustained.

4. The Government will perceive that this project, if carried out, would involve an alteration in the Vaccine Establishment, which would be placed under the Revenue authorities, and which would be brought into connexion with the Sanitary Commissioner in lieu of being under the Inspector-General, Indian Medical Department.

In reply to a communication from the Government of India, this Government, with my full concurrence, deprecated the notion of connecting the offices of Sanitary Commissioner and General Superintendent of Vaccination in the same person. They justly considered that the regular official inspections and routine duty of the General-Superintendent of Vaccination would be inconsistent with the excursions, inquiries, and studies which might be incumbent on the Chief Officer of Public Health. It must, however, be acknowledged that in principle the Department of Vaccination, being a preventive agency, might properly be associated with the Sanitary Department though under a special officer. I would, therefore, propose to give the head of the Vaccine Department the title of "Inspector of Vaccination," and place him under the Sanitary Commissioner, restricting him to the duty of inspection, and directing him to address his remarks and reports to the Collectors of districts and to the Sanitary Commissioner, by whom they would be transmitted to the Board of Revenue.

This arrangement, which appears to be theoretically correct, seems to me to be particularly expedient with reference to the constitution and operations of the Vaccine Department in this Presidency at the present conjuncture. The department has been proved inefficient, and its reform can probably be more energetically prosecuted under the superintendence and impulse of Dr. Cornish, who has a considerable share of leisure and freedom than under the direction of the Inspector-General, burdened as he is with incessant office duties and attached as he is to his place at the Presidency town. In placing the Local Vaccine Establishment under the District Health Officer and the Collector, a

double gain would be effected—the inferior agents would be brought under more direct professional control than is the case at present, while the work would receive a greater share of encouragement from the Revenue authorities than it now gets.

5. This appears to be the proper place for attempting to fix the sphere of duty of the class of village dressers, which it is thought expedient to institute.

These officers should, in my opinion, be at first disseminated in the different districts so as to furnish one for each taluq in the Presidency. Their stations would be designated by the Collectors in correspondence with the Local Funds Boards and the Inspector-General of Hospitals, Indian Medical Department.

The duties of these officers would be both medical and sanitary, and they would be placed in the receipt of moderate salaries from Local Funds.

As medical officers their duties would be to afford medical advice and assistance gratuitously to the indigent poor, to superintend the sale of medicines to the community generally, to maintain, where it may be possible, a hospital, in the simplest form, for the reception of the sick, and to practise independently among the upper classes of natives with liberty to accept fees.

As sanitary officers the duty of the village dressers would be to bring to notice all matters affecting the public health of the taluq, to vaccinate in the immediate vicinity of their stations, and to superintend the operations of the vaccinating agents throughout the taluq, who would be under their direct control.

In reference to their medical duties the village dressers would be visited and inspected by the Deputy Inspector-General of the division; in reference to their sanitary or preventive duties they would be visited and inspected by the District Health Officer and the Inspector of Vaccination.

6. Should the Government consider these simple suggestions for the institution of sanitary and remedial establishments in the country to be, in the main, sound and expedient, I would suggest that my proposals, with any others which my colleagues may recommend, should be referred to a commission composed of the Inspector-General, Indian Medical Establishment, the Sanitary Commissioner, and the Chief Secretary to Government, with instructions to the following effect:—

(1.) To submit a scheme, in detail, for the institution of District Health Officers, containing provisions for their classifications, their salaries, their travelling allowances, for the method in which their correspondence should be conducted, and for the regulation of their official expenditure.

(2.) To submit a similar project for the institution of village dressers.

(3.) To submit a scheme for the re-construction of the Vaccine Department, placing it under the Collector and in connexion with the Sanitary Commissioner, and embodying the employment of the District Health Officer as an inspecting agency and of the village dresser both in an executive and directing capacity.

SUPPLEMENT.

No. 1.—JUNE 2, 1866.

On the nature and causes of the suspicion and distrust alleged to exist in the ranks of the Madras Army.

The Supreme Government proposed to carry into effect in this Presidency the regulation existing in Bengal and Bombay, under which half or Cantonment batta is deducted from the pay of Native Commissioned Officers when on furlough.

2. This overture was resisted by the Government of Madras, on the ground that no deduction had ever been made from the pay of the Native Officers or Soldiers when on leave, that the very term of "Cantonment Batta" was unknown in this Army, and that it would not be wise or safe to introduce innovations involving a diminution of pay at a time when there was a spirit of distrust and suspicion among the troops.

3. In commenting upon the opposition offered on this subject by the Madras Government, the Government of India remarked that when in 1864 the pay of Native Commissioned Officers was largely increased, the new scale expressly contemplated the retention of Cantonment batta; that the Government of Madras should have understood that there could not be any intention of placing the Madras Native Officers on a better footing than the Native Officers of the other Armies; that there would have been no difficulty in 1864 in associating this exceptional reduction with the intimation of a general benefit, and that if the Government of Madras felt an invincible repugnance to the adoption of the new rule, the question should have been brought to an immediate issue at that time. The Government of India, however, desisted from the enforcement of the obnoxious regulation, referred the matter to Her Majesty's Government, and called upon the Government of Madras to report upon the motives and the nature of the suspicion and distrust which are alleged to exist in the ranks of the Madras Army.

4. It becomes my duty to express an opinion on this subject, though little prepared to do so by previous information or reflection.

5. I consider that the remarks addressed in the last instance to the Government of Madras by the Supreme Government are not without much foundation. The question of reducing the pay of Native Officers on leave, should have been discussed and decided in 1864, and if contrary to the wishes of this Government, the Supreme Government and the Home Government had resolved to carry out the change, it could have been more easily and safely brought into operation, when it was immediately attached to the concession of an increased rate of pay.

6. This retrospective admission does not, however, affect the questions now before me, which are simply these: do sentiments of suspicion and distrust

prevail in the Madras Army, and to what causes are these sentiments to be referred?

7. The existence of an unsatisfactory state of feeling in the Madras Army is unhesitatingly affirmed, and its causes are ably and temperately set forth in the Confidential Report addressed to the Commander-in-Chief by the Board of General Officers, convoked by His Excellency for this inquiry. To the opinions embodied in that report I cannot but adhere, and they are conformable to all that has reached me from various trustworthy sources since my arrival in this country.

8. The temper of the Madras Army is still agitated and unsettled by the public events and measures of recent years, and it has been unfavourably affected by three specific causes:—

(1). Twelve Regiments have been reduced.* The Officers and Non-Commissioned Officers of these bodies have been absorbed in other Regiments. This influx has seriously arrested promotion with its attendant advantages of honor, pay and pension. Strange and unwelcome elements were thus thrust into Regiments previously homogeneous and harmonious, possessing their separate traditions and aspirations, knit together by common service and by family ties.

(2). The dispersion of the Officers and Soldiers of the reduced Regiments among others, must have caused the rupture of many connections valuable to a people who live and feel so much by custom as the Native Officers and Soldiers. The reduction of the Regiments and the dispersion of the men has not only been distasteful to those who received the new comers, but the measure has been painfully felt by the dissevered people themselves. If you break up a Native village and scatter the ryots over the whole country from Ganjam to Tuticorin, you would create much dissatisfaction and inflict much distress. The lines of a Madras Regiment are a martial village.

(3.) The new organization of the Army has deprived the Soldiers of their familiar leaders. The destruction of common feelings and interests between the native ranks and the European Officers is a feature of the new system every where recognized and deplored. Probably no Military body in any country was ever so completely welded together as the Native soldiery of a Madras Regiment, and this peculiarity was formerly in a great degree responded to by a continuous association with European Officers identified with them by long service and by successive promotions in the Regiment. The constitution of the native body remains the same, compact and permanent; the European Officers have become detached, discontented, and shifting accessories. This juxtaposition of elements so discordant has naturally produced suspicion, uneasiness and dissatisfaction. It could not be otherwise. It might naturally be supposed that the Native Soldier would find some compensation for the loss of his familiar European friend and protector in the encouragement offered to him by the employment of the Native Officers in the command of companies. It is difficult to sound and verify the real sentiments of the soldier on this point. Those who are most conversant with the native character assure me that the

* 12 Regiments of Infantry.

4 Do. of Cavalry.

Total...16

Native Officer has no confidence in himself, and that the soldier has no confidence in his native superior. I draw my impressions from persons of old experience who are quite impartial, whose feelings are not irritated, and whose interests are not engaged in the Military controversy.

9. While I am thus constrained to recognize that distrust exists in the army, and that it can be traced to specific and valid causes, I do not believe that the evil is profound or lasting. There is probably little actual disloyalty or disaffection.

10. The general agitation of the native mind aroused by the mutiny, by the change of Government, and by the other important incidents of the times will gradually evaporate. The stagnation of promotion produced in the Army by the reduction of Regiments will disappear. The sufferings caused by the mixture of persons strange to each other, and by the rupture of old ties, will be healed by the formation of new associations. The Native Officer in Command of a company will learn to fill his place. The soldier will learn to obey his Native Captain, all will go well in time of peace. When the strain of conflict comes, (if I may believe my Military Authorities) the new organization will be altered and qualified so as to become a fighting organization.

11. As the causes of discontent become less operative, the Native Army will, it may be hoped, revert to its old affections and become more sensible of the benefits which have unquestionably been conferred, as well as better prepared for those which the Government may be hereafter disposed to introduce.

12. The pay of the Native Officers has been increased, the promotion of meritorious soldiers to advanced rates of pay has been liberally accelerated, the compensation money for rice has been augmented for all ranks. The result of these improvements is apparent in the reluctance of the soldiers to go upon the pension list which they formerly desired. At the same time, notwithstanding the opportunities for obtaining employment, and the higher wages of labor, the facility of finding recruits remains unimpaired. The most competent judges concur in affirming that at no previous period was the soldier of the Madras Army in material respects better treated. The soldiers would probably themselves confess that the Government have done nothing repugnant to their material welfare, that no grievous wrong remains unredressed, that no pressing or palpable want remains unprovided for.

13. In conclusion, I would respectfully submit the following reflections:—

(1). As matters now stand, it would not be expedient to put any regulation in force which would involve a reduction in the pay or allowances of the Native Officers in the Madras Army.

(2). It would be desirable to leave the Army, in its general features and regulations, for some time as much as possible undisturbed, in order that the recent commotions may subside, and that the soldiers may relapse into a more normal mood.

(3). Any improvements of detail which the Government of India in its superior judgment may adopt, should be simple positive benefits to the Native Officers and Soldiers, unaccompanied by any drawbacks or deductions, so that the gratitude of the recipient may be unmixed with hesitations and regrets. An ignorant and simple mind will always rest more upon what is lost, however

little, than on what is gained, however great. A volunteer in the service of the State may not unnaturally contend that all the privileges to which he was entitled, when he entered the public service, are positive rights which the State cannot resume or abridge, or even exchange for other benefits without his assent. The State may add, but it cannot subtract without a breach of faith.

(4). When it is considered necessary to assimilate the constitution or regulations of the three Armies of India, which the Supreme Government will certainly not attempt without precaution or from a mere speculative passion for uniformity, the assimilation should be effected, as far as possible, by raising the less favored to the level of the most favored, and not by reducing any immunity or advantage which the most favored may have previously enjoyed.

No. 2.—JUNE 24, 1867.

On the degree of responsibility to be attached to the Secretary to Government, Military Department, in connexion with the frauds of the late Manager of the Military Estate Department.

The frauds of the late Manager in the Military Estate Department were perpetrated with reference to several classes of remittance documents, and it will be necessary to consider them categorically in order to come to some conclusion with reference to the degree of responsibility which may fairly be attached to the Secretary for the Military Department.

2. The first category of Money Orders on which the Manager operated may be termed generically "Transfer Receipts," and they fall under the following varieties:—

(1.) *Privilege Remittance Receipts*, marked non-transferable. In the body of these documents it is expressly directed that the contents are payable to credit of deposits of European Officers and Soldiers at the Bank of Madras, and the name of the particular estate is invariably entered. They are not made payable to the Military Secretary, or to his order, or to any other party. Of this class of documents there were nine, misappropriated for an aggregate amount of Rupees 6,124-7-3. The misappropriated documents bear the endorsement, "contents received," signed "H. Marshall," in conformity with the regulations in force on this subject. The misappropriation of these documents was effected by obtaining cash for them at the Bank of Madras, in defiance of the obvious purport of the document, in lieu of carrying the contents to account.

(2.) *Privilege Remittance Transfer Receipts*, marked "not negotiable." These documents are made payable to the receipt of the Secretary to Government, Military Department, without any mention of the Estate Account, or any particular estate. Of this class there are four misappropriated documents, amounting to Rupees 808-4-3. They bear the endorsement "received payment," stamped, or "contents received," written, or both, signed "H. Marshall." These orders were also cashed in lieu of being carried to account, which it is contended they ought to have been.

(3.) *Public Service Transfer Receipts*, marked "not negotiable." These documents are made "payable to (or to be transferred to credit of) the Secretary to Government, Military Department." Of this class there are 43 misappropriated, involving an amount of Rupees 11,378-1-10. On two of these documents

the words run "payable to (or to be transferred to credit of) the Secretary to Government, Military Estate Department." The misappropriated documents were cashed in view of being carried to credit of the Military Secretary in the Estate Department as, it is presumed from their general official physiognomy, they ought to have been. The whole of these documents are endorsed "contents received," signed "H. Marshall."

(4.) *Remittance Transfer Receipts*, marked "not negotiable." These documents are made payable to (or to be transferred to the credit of) Military Secretary, or the "Secretary to Government in the Military Department." There are five misappropriated documents, with an aggregate amount of Rupees 693-2-7. In two of these documents the words "on account of Public Remittance" are introduced, and in one, the words "Military Estate Department." The documents were cashed in lieu of being carried to credit. They are all endorsed "contents received," signed "H. Marshall," or "R. Hamilton," (the Deputy Secretary in the Department, acting for General Marshall.)

With reference to the first class of Transfer Receipts enumerated above, it is plain that they never ought to have been cashed by the disbursing agent at the Bank of Madras, not even to General Marshall himself. They were plainly payable only to a particular general account kept at the Bank, and to a specific estate in that account. I trust that there can be no doubt of the sole absolute responsibility of the Bank on this head.

With reference to classes 2, 3 and 4, the case is not so clear, and in order to elucidate it, it is necessary to explain the manner in which the Military Estate Department and the Paymaster's Department dealt with all classes of Transfer Receipts in carrying them to the credit of the Military Estate Account at the Bank.

The regulations respecting all kinds of Transfer Receipts in the Military Estate Department were the same. When these Transfer Receipts, or Money Orders, came up from the Provincial Paymasters, on account of the estates of deceased Officers or Soldiers, they were allowed in general to accumulate until several could be sent on to the Military Paymaster together. When the time for doing so had come, the duty of the Manager was to enter the Transfer Receipts in a Register Book or Pass Book kept by General Marshall's orders, (and only since his accession to office,) specifying the several sums and the estate to which each sum belonged. The several sums were totalled in the Register, and the book was submitted to General Marshall, who initialled or ought to have initialled those totals, comparing the several items, at least occasionally, with the Transfer Receipts which they represented, or ought to have represented. The Register having been thus made up, a printed Memorandum, in the form of a requisition, was then prepared by the Manager and submitted to the Military Secretary, calling on the Military Paymaster to give his authority to the Bank of Madras to receive the amount which had been totalled in the Register, and inserted in the Memorandum, and to carry it to the credit of the Military Estate Account. The Transfer Receipts and the Memorandum (not the Register at this stage) were then, by order of the Manager, carried by a peon to the Military Paymaster. The Paymaster gave authority to the Bank to receive the amount specified in the Memorandum for the estate account, by endorsing it to that effect. The peon went to the Bank, paid in the Transfer

Receipts, and received a receipt, in duplicate, for the aggregate amount specified in the Memorandum endorsed by the Paymaster. The peon then returned to the Military Paymaster with the Bank Receipt and the Register, (this time,) the Paymaster transferred to his books the different sums belonging to the several estates inscribed on the Register. The Paymaster initialled the Register and returned it with receipts, in triplicate, to the Military Secretary for each separate estate. Finally, when the Paymaster's monthly accounts were received by the Military Accountant, the entries in the Paymaster's books regarding Military Estates were transferred to the Estate Register kept in the Military Accountant's office.

The Transfer Receipts received and stamped at the Bank were every evening carried to the Accountant General in connection with the settlement of the Government accounts with the Bank of Madras, and filed in Mr. Lushington's office.

It is obvious that if the Manager had adhered to the method of proceedings prescribed in the office, and described above, no Transfer Receipt could have been cashed by the Manager, for they would all have been comprised in an aggregate amount endorsed by the Paymaster, and ordered to be carried to credit of the Estate Account at the Bank. When the Manager, therefore, intended to abstract and cash a Transfer Receipt, he sent it straight to the Bank with the endorsement of the Military Secretary, "contents received," and the Bank Clerks cashed it.

The double question here arises—first, was the Bank justified in cashing these Transfer Receipts, or any of them; and, secondly, was the Military Secretary justified in believing that the Transfer Receipts could not be cashed.

(1.) The conduct of the Bank in cashing Transfer Receipts on presentation can only be definitively decided on by a Court of Justice. In regard to the 1st class of "Privilege Remittance Receipts," the Advocate General has emphatically delivered his opinion to the effect that they ought not to have been cashed, and that the Bank of Madras can be held responsible for the losses incurred on those documents. In regard to the other varieties of Transfer Receipts, the opinion of Mr. Mayne is not so decided, yet still he is of opinion that the Bank did not, for reasons set forth by him, act with fair business-like precaution in cashing those orders either, and he has advised Government to try the question of the responsibility of the Bank at law in regard to classes 2nd, 3rd, and 4th, as well as in regard to the 1st. The Government have accordingly instructed the Government Solicitor to proceed against the Bank with reference to all.

(2.) The Government having thus committed themselves to the opinion that the Bank ought not to have cashed the Money Orders referred to, and that it may justly be held responsible for the losses which have arisen by doing so, it would be hard to deny that General Marshall had good ground for believing that the Money Orders in question were safe; that they could not be cashed; that they could only be employed for transfer.

It may be argued in favor of General Marshall on this head—

That in using these Transfer Receipts in that form for conveying remittances to the Estate Account at the Bank, he merely continued a practice which he inherited from his predecessors; nay, more, that he improved on the practice of his predecessors, for he instituted the Register or Pass Book, which went between his office and that of the Military Paymaster;

That the use of these methods existed during the period in which this business was transacted at the old Civil Treasury, and that when the Civil Treasury was suppressed, and the Government business was transferred to the Bank of Madras, the Clerks in the Treasury went over to the Bank, men perfectly acquainted with the nature and object of the Transfer Receipts which they had always seen carried to account and never cashed;

That every Transfer Receipt, of every kind, bore on its face that it was a Government Money Order, and by implication for a public object, which no disbursing agent at the Bank ought to have cashed on the demand of a peon, nor indeed of any one except General Marshall, or his distinctly accredited representative, without suspicion and inquiry;

That the practice had continued for a length of time at the Bank with perfect regularity on the part of the Military Department and on the part of other departments, the contents of Transfer Receipts being always carried to account and never cashed, and that it was only at the end of 1864 that the Bank began to cash these Money Orders for the Military Department alone;

That the use of the endorsement, "contents received," which appears open to some objection, and which might seem on a superficial view, in regard to some of these documents, to convert a transfer paper into a cash paper, was a practice sanctioned by usage, prescribed by regulation, prevailing elsewhere, and familiar as a receipt for transfer, and not for cash, at the Bank and in all the public offices concerned with accounts.

Under these circumstances, and with these views, I hold that the Military Secretary was justified in feeling secure respecting the Transfer Receipts, and in entertaining the impression, as he undoubtedly did, that they were not cash papers and never could be used as such. I also think that the Military Secretary may deserve some indulgence if in regard to these documents he relaxed in vigilance, and did not inspect his Register with sufficient punctuality and care.

But whether the Military Secretary may be justified and excused or not, whether he be innocent or blameworthy, the Government cannot, in my humble judgment, ever hold him responsible for any malversations practised in connection with the Transfer Receipts. The Government have fixed the responsibility on the Bank of Madras. If they fail in enforcing that responsibility in a Court of Law, ought they to fall back upon a public servant, and extort by authority what they could not obtain from justice? I think not. They have practically exonerated the Secretary in prosecuting the Bank.

3. Remittances on behalf of the estates of deceased officers did not only reach the Military Estate Department from official sources in the form of Transfer Receipts, payments were frequently made by Commercial or Banking Firms or other parties, and these payments were often effected in the form of cheques made payable to the Military Secretary, or to his order. Sometimes, if I am correctly informed, these cheques bore upon them that they were on account of the estate of an officer deceased; sometimes they were simply payable to General Marshall, and the reference to the Military Estate was only contained in the accompanying letter to the Military Secretary. It is obvious that these papers were of a very different complexion from the Transfer Receipts; they were negotiable when endorsed by General Marshall "contents received;" they were

presumably payable in cash to bearer; they had no official origin or character; in many cases they bore no reference to a public interest or account. As far as the disbursing agent at the Bank was concerned, such a cheque might really be a payment made to General Marshall by a private friend, which he had endorsed and sent to be cashed. The rule of the department was that cheques were to be entered upon the Register, and included in the totals initialled by General Marshall in that book and in the memorandum forwarded for the endorsement and authorization of the Military Paymaster. They were to be treated exactly like the Transfer Receipts, and if General Marshall had always or even occasionally compared the Transfer Receipts and Cheques with the entries in the Register one by one before initialling the total, and if he had occasionally compared those entries with the receipts in triplicate for each separate estate granted by the Military Paymaster, or if he had only written across the cheque, in connection with the prescribed endorsement, "contents received," the words "Estate Department," or "to be carried to account only," or any similar words marking that these cheques had reference to a public account, the abusive use of the cheques would probably have been prevented; or if any had been omitted in the Register, abstracted, and cashed, the responsibility of cashing such documents so guarded might have been fixed upon the Bank, as is the case of the Transfer Receipts. General Marshall had no right to feel the same security in regard to these cheques which he felt with better, but perhaps not with convincing, reason in respect to the 3rd, 4th, and 5th classes Transfer Receipts. In cases in which the cheque bore on its face, if any did, a statement that the contents were due to the estate of a deceased officer, the Military Secretary might still feel some assurance that the paper would be dealt with as a public document and carried to account, but in cases in which the contents were simply made payable to General Marshall, or his order, no such assurance was justifiable. The Military Secretary does not seem to have taken obvious precautions necessary to protect these papers from misappropriation. The whole sum misappropriated under the head of Drafts or Cheques was Rupees 4,518-9-0, comprised, as I understand, in fourteen documents. Only five have been exhibited to me comprising an aggregate sum of Rupees 2,672-4-8. These cheques are all made payable to the Secretary to Government in the Military Department, or to the Military Secretary to Government, or to Colonel Marshall, or to his order; not one bears the least reference to the Military Estate Department, or to any public account, or to any public interest, except in so far as that might be implied by the use in all but one of the official title in lieu of, or in addition to, the family name and Military designation. These five cheques are all endorsed "contents received," and, with that endorsement, might apparently have been cashed at the Bank by any one. If the remaining cheques, making up the aggregate amount of Rupees 4,518-9-0, are of the same character, I hold that General Marshall may be made responsible for that amount, the loss of which is due to want of common precaution on his part. It is true that General Marshall, on one occasion at least, manifested his repugnance to the method of remittance by cheque; and we may infer that he considered it to be an irregular and dangerous method. On receiving a cheque from Messrs. Arbuthnot and Co., on account of the estate of a deceased officer, the Military Secretary, while he accepted the cheque, impressed upon the Firm the propriety

of making such payments direct to the Military Estate Account at the Bank of Madras, taking receipts for the same; nevertheless, the use of cheques was permitted to continue. General Marshall felt the risk, but did not apply the remedy.

4. The misappropriation of sums in cash entrusted to the Manager for deposit in the Bank of Madras extended only to a total of Rupees 70-14-1. This category of frauds is, therefore, hardly worthy of further consideration.

5. The Military Secretary had frequently occasion to make payments or investments on account of Military Estates in person, and, for this purpose, he made requisitions on the Military Accountant for the sums required, who obtained cheques or cash orders from the Military Paymaster on the Bank of Madras. The requisition of General Marshall, addressed to the Military Accountant, was couched in the form of a printed memorandum. The details of the requisition and the total amount required were not specified in the body of the document, which merely referred to a marginal list of the sums in question and the estates to which they belonged. This marginal list was not totalled or closed in any manner, so that a fraudulent clerk, or even a fraudulent bearer of sufficient ingenuity, could add indefinitely to the list. The Manager did not fail to avail himself of this broad and open avenue to gain. He carried or sent the requisition of the Military Secretary to the Military Accountant with marginal additions not authorized or required by General Marshall. The Military Accountant sanctioned the cash order for the whole, the Paymaster gave it, the Bank paid it, the Manager gave the amount really demanded by General Marshall to the General, and pocketed the surplus. In following this vague unguarded method of signing requisitions for *any* amount inserted on the margin, the Military Secretary is obvious to blame. He ought to have inserted the total in the body of the document,* or initialled it on the margin. But I cannot attach any exclusive or preponderant responsibility to him. The Military Accountant who sanctioned these cash orders on so loose a form of requisition was as bad as the Military Secretary who signed it. Both officers merely continued a practice which was in force (as I am told) before General Marshall was named to his present office, and before the Military Accountant's office was constituted in its present form. The danger was patent, but it was discovered and denounced by no one. It would be unjust to hold General Marshall responsible for the whole sum of Rupees 9,875-15-11 embezzled in this manner; and I do not see how his share of responsibility can be equitably calculated. As he cannot be charged with the whole, he cannot be charged with any thing.

6. The last category of frauds with which we have to do, comprises the misappropriation of Rupees 8,792-10-0, represented by certain receipts granted by the Bank of Madras on account of various sums placed to the credit of the estates of deceased officers. Some Bank or House of Agency had occasion to deposit a sum of money to the credit of the estate of a deceased officer. This was effected by a simple payment to the Estate Account at the Bank of Madras, which granted receipts in duplicate—one to the party which had made the deposit, the other to the Secretary in the Military Department, who had received

* It is clear, however, from the terms of the printed form, that it was contemplated that the amount should be inserted in the body of the document, for the words "Cash order in his favor for Rupees" are used; but the word Rupees is struck out with the pen and a reference to the margin inserted instead without stating any total amount.

it. The receipt bore on its face the name of the officer for whose estate the sum had been received. The receipt granted to the Military Secretary ought to have been entered on the Register of Military Estates, and should have been transmitted with the Register, under the orders of General Marshall, to the Military Paymaster, whose duty it was to carry it in his books to the account of the estate to which it belonged, and to that only. The Manager, however, having to make good defalcations in other estates previously plundered, and which were perhaps pressing for settlement, in lieu of entering the receipt in the Register in its proper name, split up the amount, which it represented, between several minor estates, and entered *them* on the Register. The Military Secretary, when called to initial the sum total in the Register, did not compare the receipt of the Bank with the entries, but initialled the Register hastily, or perhaps did not initial it at all. The Register and the Receipt were carried on to the Military Paymaster, the Bank Receipt being endorsed with the names of the estates and the separate amounts into which the contents of the receipt were to be divided, and the contents of the receipt representing the estate of one person were actually so divided in the Military Paymaster's books among other parties; those estates were made up abusively to their proper amount, and the malpractices of the Manager were concealed. I need not say that the carelessness of the Military Secretary in allowing entries in the Register, without comparison with the Bank receipts, was reprehensible; but how can the conduct of the Paymaster be explained or justified in permitting money belonging to one estate to be carried to account of other estates! The course pursued by the Military Paymaster may be explained but not justified by the following statement.

In the month of August 1864, a *Transfer Receipt* for the Mysore Division for Rupees 1,125 was received by the Military Estate Department on account of the estate of Lieutenant F. R. Fox, 14th Regiment. As the sum was a large one, the Military Secretary made a requisition on the Military Paymaster, in the usual form, for an order on the Bank to receive that amount alone. The Bank received the deposit, and gave the usual receipts in duplicate, but, by some accident, specified on the face of the receipt that the amount had been received for the estate of Lieutenant Fox. The Manager received the receipt probably not observing the specific and unusual terms in which it had been drawn. He falsified the Register by entering the sum of 1,125 Rupees under several estates, in lieu of under that of Lieutenant Fox, and sent on the Bank Receipt and the Register, we may presume, initialled by the Military Secretary to the Military Paymaster. When the Manager in the Military Paymaster's Office, Mr. Pœzold, received the Bank Receipt, representing money due to the estate of Lieutenant Fox, together with the same sum in the Register divided up among several estates, he brought this discrepancy under the notice of the Military Paymaster, Colonel Pitt Macdonald, and the latter addressed a memorandum to General Marshall, asking "whether the usual receipts, in triplicate, were to be granted for the above sum on account of Lieutenant Fox's estate only, or divided to meet the estates of various individuals deceased, as entered in the book that accompanied the document." When General Marshall received this communication, so well fitted to arouse suspicion, he called for his Manager, but instead of going thoroughly into the matter, he merely asked him whether the entries of estates on the Register were all right. The Manager naturally said they

were. The Secretary then instructed him to reply to the Military Paymaster that he was to conform himself to the book, and an official memorandum was accordingly drawn up by the Manager, signed by General Marshall, and forwarded to Colonel Pitt Macdonald, in the following terms:—"Separate receipts for each estate as entered in the book which accompanied the receipt granted by the Officer in charge of the Commissioner's Treasury at Mysore may be granted and forwarded to this department." This communication, which must have been obtained from General Marshall under some misconception or obliviousness, was accepted by Mr. Pœzold and Colonel Pitt Macdonald with a facility and blindness equally worthy of regret. They expressed no further doubts or apprehensions, but adopted this particular letter as a general authority to divide the money due to one estate among several others, and continued to do so apparently both in reference to Transfer Receipts and Bank Receipts.

Another example of negligence on the part of the Paymaster's Office may be remarked in the register of Transfer Receipts. The Manager in the Estate Department was in the habit of occasionally making his entries and obtaining a printed requisition from General Marshall for a sum total without submitting the book for the initial of the Military Secretary. The Military Secretary in a moment of pre-occupation or haste signed the requisition, and forgot the Register. The Register, however, went to the Paymaster, who initialled the book without requiring the initial of the Secretary, and thus the check which the Register was intended to afford was nullified. The Military Secretary on his part never seems to have cast his eye over the book, or he would have observed that his own initial was in numerous instances wanting where that of the Paymaster was affixed.

I must add, in regard to the Bank receipts, that these documents like the Transfer Receipts went eventually on to the Military Accountant's Office as vouchers for the entries in the Paymaster's accounts, and the Military Accountant does not seem to have noticed the unusual and alarming fact that those documents bore on them the written proofs that the contents had been divided up among several estates in lieu of being carried to one.

We have consequently, in regard to these Bank Receipts, a complication of neglects and a community of responsibility which renders it extremely difficult to fasten an exclusive pecuniary obligation on General Marshall. I do not know how to test or apportion his share. It appears to me that he can only be blamed and forgiven.

7. On a general review of the case, it appears to me that it is with reference only to one category of these malversations that a decidedly predominant responsibility can be attached to the Military Secretary, I mean the misappropriations of cheques, amounting in the aggregate to Rupees 4,518. I consider that Government might, if they please, without any departure from the rules of strict justice and, I believe, from the spirit of precedents, impose on General Marshall the obligation of refunding that sum.

General Marshall, in his memorandum on this subject, has based his claim to complete exoneration, among other grounds, on the engrossing nature of his official duties, and on his long, devoted, and honorable services to Government throughout his career. I most gladly bear my testimony to the assiduity of General Marshall in his laborious office, and to his irreproachable character as

a public servant. There are many extenuations for the laxness with which he directed the Estate Department in the nature of his superior duties which have been in the last three years of a most absorbing, harassing, and complicated nature. Nor can so old and so respectable an officer ever point to an unblemished and useful past without eliciting the sympathy of Government. These considerations may be held to justify the Government in overlooking the prolonged neglect of an accessory function, and a habitual credulity with reference to a Native subordinate who ought to have inspired distrust rather than confidence.

If the decision of this question on its simple merits rested with me, I would affirm the responsibility of General Marshall to the extent mentioned above. Sir Thomas Pycroft and Mr. Phillips have recorded their sentiments in a different sense; both have held that General Marshall may be exonerated from all pecuniary liability, while the former has added his opinion that the decision of the question at issue should be remitted to the Secretary of State with all the correspondence. In this recommendation I concur, under the belief that it is conformable to the course followed in previous cases of the same nature. Her Majesty's Government may be pleased to exercise a degree of indulgence which I am not in a position to sanction.

No. 3.—JUNE 1868.

On the description of Arms to be supplied to Native Troops.

It appears to me that the Native troops in Her Majesty's Service should be supplied with the best small arms of the period, for the following reasons:—

1. Because, with their present imperfect arms, if brought into conflict with European troops, or troops armed with the improved weapons, our Native soldiers would be cowed and defeated before they could fire a shot.

2. Because, if opposed to savage or half-disciplined enemies, they are now deprived of a great element of superiority. A larger force must be brought into the field to ensure success, and that success would be less rapid and complete.

3. Because, if fighting alongside of English troops either against an undisciplined or disciplined enemy, the English troops would be embarrassed by the co-operation of auxiliaries, in the same line, with such different means of offence and defence. It appears to me that there could be no harmonious co-operation between forces so differently constituted.

4. Because, while the English troops would be animated by the consciousness of inflicting loss on the enemy, the Native troops would be standing in a passive attitude, discouraged perhaps by the fire of the enemy, certainly by the sense of a humiliating inferiority to their European confederates. Such a position would be fatal to the Military spirit. It is one which no Government has a right to impose upon soldiers.

5. Because no English Officer can take a proper interest and pride in his men while they are armed with superannuated weapons, badges of inferiority, suspicion and disgrace. Smooth-bore muzzle-loading muskets will soon be classed with pikes and bows and arrows. With such arms, an officer will be ashamed of his troops, and ashamed of himself for commanding them. The

glory of a soldier is in the beauty and perfection of his arms, and in his dexterity in using them. But what interest can there be in exercising men in the use of these pop-guns and sham weapons?

6. Because in case of Military revolt, the Native soldier armed with a complicated and delicate weapon could neither repair it nor provide it with ammunition. But he could always make powder and cast ball for his present musket.

I would give the Native soldiers good weapons, endeavour to secure their confidence and affection, and reduce their numbers.

NO. 4.—FEBRUARY 7, 1871.

On the expediency of leaving the office of Deputy Secretary to Government in the Military Department vacant for a time.

In a separate paper I have proposed the nomination of Colonel Scott Elliot to be Pay Examiner, in succession to Colonel Touch.

I have not proposed to fill up the office of Deputy Secretary to Government in the Military Department, which would be vacated by Colonel Scott Elliot, if the arrangement suggested be carried out.

My object is to effect a saving of imperial expenditure with as little prejudice to public and personal interests as possible.

The experience of several years has left a strong impression on my mind that the business of the Military Department in this Presidency can be efficiently conducted by one Secretary, well assisted by experienced subordinates. I may be mistaken, but I entertain the opinion that the experiment should be made. I do not ask the Government to declare that the office of Deputy Secretary is abolished. I merely propose to transfer the present occupant to a post of nearly equivalent value, to leave the office vacant for a time, and to determine after the lapse of a reasonable period whether the public service has suffered or not.

The retrenchment contemplated has not been recommended by the Government of India, and the saving effected will be of no advantage to the local interests of Madras. I conceive, however, that it is the duty of a subordinate Government to discover the opportunities of economy in the general finance of the empire, and to show them to the Supreme Government without instigation or pressure. It may be contended that the same course may not be followed by other Governments, and that the disappointments and discouragements incidental to a policy of retrenchment will fall on the Madras Establishments alone. I do not wish to judge other Governments, nor to affirm that this Government acts with a stricter sense of duty than they do. I think that our proper course is to look straight before us to our own line of duty, leaving it to the Supreme Government to determine the duty of others, if others fail to perform it.

It will probably not be asserted that a good man of business is incapable of performing all the superior duties of the Military Secretariat single-handed, and the more cogent objection to the present step is this, that in case of absence or illness the Military Secretary would have no subordinate capable of carrying on the work and of presenting it to the Commander-in-Chief, to this Govern-

ment, and to the Government of India. To this objection I can only reply, that *some* risk must be run for a good object. It is not probable that the Military Secretary will be absent from his duties. This Government are now authorized to proceed to the Hills for three months in the year. The Military Secretary shares this privilege. He will rarely require to take privilege leave. In case he was absent on private affairs for a few days, the work of the office might be slightly delayed; but pressing business might be transacted under the superintendence of the Chief Secretary, who would present the papers in Council. The experience of the last five years does not show that there is any serious danger of embarrassments in the performance of work in any department in consequence of the illness of the Secretaries to Government. If the Military Secretary was slightly ill, he would probably remain here and do his duty as others do under similar circumstances. If he was seriously ill, he would go away, and his place would be filled up.

In short, I cannot see any valid objection to the measure which I advocate. It is, moreover, recommended to my mind, particularly at the present conjuncture, by two reflections:—

1. This Government, in a letter to the Government of India, have recently formally affirmed that they do not neglect the duty of economy in the administration of Government.

2. The retrenchment which I now propose was lately actually contemplated by me in passing a proposal to the Government of India. That proposal was not accepted, but in deliberating upon it, I became convinced that certain measures of economy were practicable and just—this was one of them. I do not like to recede from a resolution which I so recently embraced and sanctioned.

NO. 5.—MARCH 7, 1871.

On the Mutinous conduct of the 19th Regiment of Native Infantry.

The distinct cases of disobedience of orders and mutinous conduct on the part of the 19th Regiment of Native Infantry, or of certain companies or soldiers belonging to the Regiment, which appear in these papers, are as follows:—

1. At Ghooty, on the march from Kurnool to Madras, fifty men having been told off as a fatigue party to transport baggage across the river Cheyar, refused to go on this duty, unless their families accompanied them. Having refused to obey the order of their lawful Commanding Officer they were ultimately induced to obey it by explanation being afforded them that the order was not one originating with their Commanding Officer, Lieutenant-Colonel J., but was an order of the Quarter Master General—a statement which I do not understand.

2. On the 11th of February, on pay, according to Regulation, being offered, under the orders of Major B., to No. 1 Company of the Regiment by the Native Officers, the company refused to accept the pay, and on Major B. personally summoning the first man on the roll of the company to accept his pay, the man refused to do so in an insolent manner.

Major B. having ordered the man in question into confinement, the men of No. 1 Company attended the prisoner to the barracks in a tumultuous

manner; but the order of Major B. for the confinement of the prisoner was not at first carried out by the Subadar Major who received it. On the same day No. 8 Company, on being offered their pay by their Native Officers, refused to accept it, and on three men of the company being presented as recusants to Captain C., who was performing the duties of the Wing Officer, these three men declined to take their pay in a dictatorial and insubordinate manner. They were ordered into confinement by Captain C., but the Subadar to whom he gave the order failed to carry it out.

Captain C., later in the day, learning that the man of No. 1 Company, who had been ordered to be confined by Major B., was still at large, caused him to be arrested and confined: and finding the verandah of the guard-room invaded by the men of No. 1 Company, he ordered the guard on duty to clear the verandah; but the guard made no effort whatever to carry out the order, and the mutinous men apparently remained in possession of the place till the assembly was sounded. The three men of No. 8 Company, the order for whose confinement had also been neglected, were ultimately secured.

The same evening the whole Regiment was paraded under command of Colonel C. who ordered the Native Officers to the front and directed them to explain to the men of the Regiment that an advance of pay had been offered to them to the full extent of Regulation, and that if they persisted in refusing the pay, they would be reported to the Adjutant General, and that possibly they would be selected for dissolution, as four Regiments were to be broken up—an announcement altogether unwarrantable on the part of the Colonel. The Native Officers having spoken to the men, the Colonel gave the word of Command to dismiss. The order was not obeyed; but a man in No. 1 Company called out that they would not go till the prisoner (of that Company) was released. On receiving this mutinous requisition, Colonel C. directed the prisoner to be set free. The companies, up to No. 8, then broke off and retired, the men of No. 8 Company standing fast till the three men belonging to that Company, under confinement, were also released, when they also dispersed—some of them crying out, “deen,” “deen.”

On the morning of the 12th of February the Regiment was paraded again under command of Colonel C. who had learned that the men were desirous to receive their pay. On this occasion, according to Captain C.'s evidence, the Regiment repeatedly, company by company, refused to receive their pay, and it was only after repeated endeavours on the part of the Colonel, the Adjutant and others, that they finally accepted their pay. On this occasion the men of the Left Wing were told that they would receive an advance of two months' pay in addition to that of the current month as they were not to embark till after the 25th, and they received it. The men of the Right Wing apparently had no claim to more than one month's pay in addition to that of the current month; but they did receive the additional month's pay afterwards—a concession which might have been made before these incidents with propriety; but which after the mutinous behaviour of the men ought not to have been granted.

Finally, on the 14th February, the men of No. 1 Company made, through a legitimate channel, a statement that they decline to serve under their Adjutant or Medical Officer on certain grounds which His Excellency the Commander-in-Chief has decided to be utterly frivolous.

The Regiment has now gone to the Straits, under command of Colonel C. Colonel C. is severely censured by His Excellency the Commander-in-Chief. No punishment whatever is, as far as I see, inflicted on the Regiment, or on any other individual belonging to it, though some of the more refractory men are designated by name in the Proceedings of the Court of Inquiry. I cannot think that the action of His Excellency the Commander-in-Chief has been in this matter at all commensurate to the gravity of the incident.

There are no doubt extenuating circumstances. The men were subjected to certain hardships by being brought down to Madras for more than a month before embarkation, and by being placed on garrison duty.

The decision of His Excellency the Commander-in-Chief, with reference to allowances for cart-hire, appears to me to be scarcely equitable. As the Regiment was kept at Madras for some time on duty, it seems to me that it would have been justifiable to grant difference of cart-hire, both on the journey from Kurnool to Madras, and on the journey from Madras to the eventual destinations appropriated to the Regimental families, or to the villages to which these families belonged.

The regulation respecting advances to men on departure for a foreign station must have pressed hard on the men of the Right Wing who were embarking very near to the end of the month, and yet not near enough to the end to be able to lay claim to an additional month's allowances.

It is particularly unfortunate that at a conjuncture when any latent discontent which might exist in the Regiment would naturally find a vent, the officers were for the most part new to the men and but little acquainted with them, and it is undoubtedly true that the Colonel failed greatly in discretion in not making an application to the Adjutant General for authority to issue pay for an additional month to the Right Wing of the Regiment, in anticipation of the payments made on the 11th February, as he had ample warning of the wishes of the men, and we may presume, a full knowledge of their necessities. Under the peculiar circumstances of the case, the Commander-in-Chief would no doubt have sanctioned a departure from the rule.

It would also seem that the Officer who offered pay to the men of No. 8 Company belonging to the Left Wing of the Regiment, on the 11th, did actually not offer the amount of pay to which these men were entitled, if he knew at that time that the Left Wing was not to embark till after the 25th.

I do not, however, see in these circumstances any justification for downright mutiny and disobedience to orders on parade. The fact remains that the 19th Regiment refused on parade to obey the order of their Colonel to dismiss, until prisoners belonging to their body were liberated, and by that refusal obtained from their Commanding Officer the liberation of their comrades. There can be little doubt that a knowledge of this fact must have been rapidly disseminated throughout the Madras Army, and may have a very pernicious result. In my humble judgment a signal reproof and vindication are indispensable, and that nothing short of the dissolution of the Regiment will be sufficient to prevent the spread of insubordination, and restore the prestige of authority. It is to be lamented that His Excellency the Commander-in-Chief sanctioned the embarkation of the Regiment; but we ought not to hesitate on that account. The

Government should disband the Regiment, and lay the Colonel aside who was guilty of a deplorable act of weakness. I presume that Colonel C. cannot be brought before a Court Martial as he has been partly exculpated by His Excellency the Commander-in-Chief; but he is unfit to be further employed, and can be allowed to retire. A statement of the grounds on which this severe example became necessary, should be read on parade to every Regiment in the Madras Army.

It will not escape the attention of Government that the Native Officers acted with timidity, and gave the English Officers no efficient support whatever.

No. 6.—MARCH 23, 1871.

On the same subject.

When the Proceedings of the Court of Inquiry on the conduct of the 19th Regiment came under my consideration, I was deeply impressed by the gravity of the offences committed by the Regiment, and by the error which had permitted those offences to go altogether unpunished.

As the Regiment had been allowed to proceed on Foreign Service without the notice or assent of Government, the opportunity of individual trial and punishment seemed to have passed away, and I recommended the disbandment of the Regiment, as an act of the State, with a view to making a signal example which should mark the resolution of Government to uphold discipline and repress turbulence and mutiny of every kind.

In recommending disbandment, I had, however, in my mind the proposed reduction of the Native Forces in this Presidency. I intended the dissolution of the 19th Regiment to count towards the general scheme of reduction, and I would not have declined, after the dissolution of the Regiment had been declared, to consider the claims of meritorious and untainted Soldiers and Native Officers to incorporation with other Regiments, in order to diminish the amount of suffering contingent on the dispersion of so many families without means of subsistence.

The Officers of the Regiment would, under this arrangement, have been dealt with at the discretion of the Commander-in-Chief; some would probably have been obliged to retire, others would have gone on general duty, others might have been considered fitted for further regimental employment.

Since my opinion was recorded, I have had several opportunities of discussing and re-considering the circumstances under which the incidents referred to occurred, and I have been led to attach greater importance than I did at first to two features in these transactions—

1. To the provocations and neglects on the part of the officers by which the men of the Regiment were permitted to incur the serious liabilities in which they were at last involved, but which might have been in all probability prevented by the exercise of some energy, thoughtfulness, and discretion.

2. To the degree of condonation which the officers and men of the Regiment have in the eyes of Military law obtained, in consequence of the lenity of the late Commander-in-Chief in permitting them to return to duty and to proceed on foreign service.

These considerations have so much influence with me, as at present advised, that I hesitate to accede to the opinion embodied by the Provincial Commander-in-Chief, an opinion under which certain Companies, Native Officers, and Soldiers, should be singled out for specific punishment in connection with these offences, while the Regiment would be permitted to continue on the rolls of the Army and to do duty at home and abroad. It appears to me that the guilt of particular companies and individuals was rather accidental than substantial; that all the companies, including the 1st and the 8th, may contain men of good character worthy of the favorable consideration of Government; that the time for specific punishment has passed away; and that the proper manner to deal with the Regiment is still that of general disbandment, though in practice with greater mitigation than that which I had at first contemplated.

I submit, therefore, though with much hesitation, having in view the decided opinion of the Provincial Commander-in-Chief, that the proper method for this Government to pursue is to ascertain by telegraph from the Supreme Government, the number of Regiments which it is proposed to reduce in this Army, and to make a corresponding announcement in General Orders of the intentions of Government in this respect. It would then be intimated that, in consequence of the mutinous conduct of the 19th Regiment, that Regiment would be specially selected, out of its order, to be struck off the rolls of the Army. In carrying out the disbandment of the Regiment, I would, however, transfer the bulk of the soldiers to the ranks of other Regiments, exercising a careful inquiry into the individual character and conduct of the men, and summarily discharging those respecting whom there was good ground for believing that they had been mutinous, disaffected, or conspicuously connected with the late disorders at Madras. The Officers would be dealt with at the discretion of the Commander-in-Chief.

In this way, I think, a serious example would be made—the Government would act strictly within its legitimate powers and functions, and no really meritorious soldier need suffer a severer punishment than would be contemporaneously inflicted on the soldiers of other Regiments which have given no offence.

The only exceptions I would make to this course would be with reference to the Colonel and the Adjutant of the Regiment. I would at once direct the removal of the Colonel on the ground that, during the interval which must elapse between the publication of the orders of Government and their execution, it would be unwise to entrust the Command of the Regiment to an Officer who, in a serious emergency, had exhibited a signal want of firmness. The Adjutant would be removed on similar grounds, (if indeed he is still with the Regiment); he was guilty of provoking his Commanding Officer to an act of weakness on parade, at a moment when his authority and his knowledge should have been strenuously exerted in the support of authority; he cannot be allowed with safety to hold a post of special difficulty and responsibility in connection with the Regiment during an interval of some delicacy and danger.

In passing orders on the whole transaction, the Government should not fail to note the error committed by the late Commander-in-Chief in allowing the embarkation of the Regiment before the Proceedings of the Court of Inquiry had been submitted to the judgment of Government.

No. 7.—JULY 13, 1871.

On Colonel B.'s case.

I think that Colonel B. must be called upon to obey the orders which he has received at once, and to apply for leave to resign the service.

2. The orders of the Secretary of State on this point are so decided that we have no alternative but to enforce them, nor, as matters now stand, ought we in the interests of the service to endeavour to do so: Colonel B. is on general grounds not a useful or efficient officer, and as officers are now being called upon to retire from the service on such grounds the rule may well be applied to Colonel B. The letter from the Secretary of State, under date of May 18th, 1871, gives us, however, an opening for a representation on behalf of Colonel B. He must retire, but we are at liberty to recommend that his retirement should be carried out in such a manner as to mitigate the severity of his punishment and its ruinous consequences to himself and his family.

3. I submit that in common justice Colonel B. could not be called upon to retire on any of the specific charges raised against him in these papers. The most serious of these charges is the allegation that he was drunk on the occasion of certain regimental games at Christmas 1869.

4. Colonel B. absolutely denies that he was drunk, and adduces testimony as to his ability to walk. The incident must have been a most public and notorious one. It was open to the General Commanding the Brigade to bring Colonel B. to a Court Martial for so gross an infraction of military duty, if there were grounds for such a proceeding. It was his imperative duty to do so, and Colonel B. would in that way have had the opportunity and benefit of a defence. To ruin an Officer on hearsay four months later for such an offence is, in my humble judgment, a proceeding of most questionable policy and justice.

5. The same reflections apply to the second charge, of being noisy and offensive at an inspection dinner. An imputation of this nature ought not to be brought up against a man months after the offence, as a *specific* ground for removal, though such an incident, taken in connection with his general habits and reputation, may strengthen the case for removing him on general grounds of inefficiency with due regard to his claims and circumstances. The other charges appear to me to be satisfactorily disposed of by Colonel B. in his defence.

6. On the whole I concur in the opinion generally entertained, I believe, by my colleagues, that it is desirable to call on Colonel B. to retire from the service in which certain peculiarities of temperament and constitution incapacitate him to remain with advantage to the army; but I do not think that these defects are such as to debar us from making the conditions of retirement tolerable for the officer in question, the specific offences with which he has been charged being either practically condoned or not proved.

7. I would recommend to the Secretary of State that Colonel B. should be granted on retirement a pension of £365, the amount to which he would be entitled in eleven months from the present date.

No. 8.—SEPTEMBER 24, 1871.

On the Madras Native Army.

The strong desire manifested by the Supreme Government to effect economy in the Military expenditure of India, however thwarted by the differences of opinion which prevail with reference to method and degree, will eventually result in some reduction of the Native Armies of the several Presidencies. In such a measure, if carried out with prudence and impartiality, it is the duty of this Government, in my opinion, to concur. The Army of Madras, notwithstanding the large reductions effected in past years, is still maintained on a scale which is not altogether warranted by any necessities in the country itself, and though I do not profess to be a very competent judge of the amount of reserve which should be maintained for the reliefs of Madras Regiments serving abroad and for the general purposes of Imperial Policy, it seems to me that these considerations should not exclude a fair participation on the part of this Government in a general measure of retrenchment.

II. It will be admitted, on the other hand, without disparagement to the natural qualities and latent capacities of the Madras Native Army, that various causes have, for many years past, tended to produce enervation and discouragement. Among these may be noted want of employment on active service, large reductions, the introduction of the Staff Corps system, a scattered system of Cantonment and, in my opinion, a want of energy and active interest on the part of the superior authorities to whom the destinies of the Army have been entrusted.

III. It is obviously most desirable, on general grounds, and especially with reference to any reductions that may be impending, that some expedients should be discussed and adopted by which new life may be infused into the relaxed constitution of our Native Forces. To reduce the Native Army further without making any provision for the benefit of the force retained would be in the last degree impolitic. It would be impolitic to leave the Army as it is. The measures of amelioration and encouragement which I now submit to the better judgment of the Commander-in-Chief, are alike intended to increase the efficiency of our Native Troops irrespective of reduction, and to show the Native Soldier that whatever happens the Government is still his friend.

IV. The suggestions I have in view refer—

- (1.) To the distribution of the Army.
- (2.) To the lodging of the Native Troops.
- (3.) To education in the Native Regiments.
- (4.) To the selection and appointment of Native Officers.
- (5.) To the introduction of a system of pensions for the widows of Native Officers.
- (6.) To the better arming of the Native Troops.

I leave it to the Commander-in-Chief to correct the errors into which I may fall, and to fill up the imperfect outline which I lay before him.

V. There are at present in this Presidency of Madras, in Mysore, in Coorg, in Travancore, and in Cochin, which form for my present purpose one homogeneous Military territory within the same boundary line, nine stations at which single Regiments of Native Infantry are placed alone.

These are as follows:—

Berhampore.
Waltair.
Vizianagram.
Vellore.
Palamecottah.
Mangalore.
The French Rocks.
Mercara.
Quilon.

This system of isolation, when not justified by political reasons, is, in a Military point of view, subject to great disadvantages, upon which it would be idle to enlarge. The Native Regiments should be concentrated at a few principal stations for the following objects;

- (1.) To produce that emulation in discipline and drill which must be wanting in isolated positions.
- (2.) To give both Officers and men opportunities of learning the combined manœuvres depending on the presence, in camp or on parade, of the several branches of the service.
- (3.) To bring the Native ranks more closely and constantly under the inspection of superior Officers and under the control of British Troops.
- (4.) To give the Officers the benefits of society, culture, and recreation, which are alike wanting in the obscure and monotonous localities to which they are, in part, at present condemned.

VI. I would propose to suppress at once the whole of the single Regiment stations abovementioned except Waltair.

Berhampore in fact now possesses only a wing of a Native Regiment, the other wing being placed at Sumbulpore in Central India.

If in the opinion of the Supreme Government it is desirable to have a Military Force at Sumbulpore for the purpose of vindicating authority and preserving peace among the adjacent wild tribes and barbarous Native states, it would be expedient to assemble the whole Regiment there. The evils belonging to the isolation of a Regiment are aggravated by its division. Besides, the wing is no longer needed at Berhampore for local purposes. Six years have now elapsed since the Khonds gave any cause for concern to Government. It does not seem probable that disturbances will occur in future with which the police would be unable to deal, and if such should occur the Regiment at Waltair would be able to send assistance.

Waltair is a place with which I propose for the present to deal exceptionally. It is a healthy and agreeable station, the district is composed of large Zemeendaries, there are hill tribes which, though substantially pacified, might still possibly give some trouble, the Civil authorities may justly claim something of the prestige and strength belonging to the presence of a Military force.

Vizianagram is close to Waltair. One Regiment is sufficient for the wants of the district. There does not seem to be any sufficient motive for the maintenance of this station.

Vellore has been repeatedly condemned as a station for Native Troops by the concurrent opinion of the members of this Government. The town contains a large Mussulman population infected with Wahabi opinions, and the old Fort

possesses its defences in complete preservation though it has no natural advantages of position. It is the very last place at which a Native Regiment should be left alone. The Members of Government have frequently debated whether, on the removal of the Native Regiment from the station, the Fort should be occupied by a Company of Europeans from Madras in conjunction with one or two Companies of Native Troops, or whether the place should be evacuated entirely. It appears to me, on the whole, that the best way would be to give up the station altogether, opening at the same time several wide avenues into the Fort so as to destroy its Military character without defacing the antique portions of the ramparts, which possess some architectural interest. The detachment of Companies from European Regiments is, however, I believe, to be deprecated on grounds of discipline, and should be avoided except where, as in Malabar, there may be preponderant political reasons on the other side.

Palamecottah has no claim to Military occupation. The District of Tinnevely, once so impoverished and disaffected, has long since assumed a prosperous and industrious complexion. The Polygars have subsided into peaceful landed proprietors. The peculiar criminal elements which still exist have no political colour.

The late Commander-in-Chief entertained apprehensions with reference to the relinquishment of Mangalore which I was never able to share. His Excellency, reasoning from impressions belonging to a former state of things, contemplated the contingency of provincial discontents or revolts aggravated by sympathy or assistance from above the ghauts. South Canara is now perhaps the happiest and most favored District in the Presidency, and Coorg is a British plantation with a Native population altogether well affected to their foreign rulers. It appears to me that Mangalore might be safely left to the charge of the Civil authority. In any emergency, which I can scarcely imagine, it could be reached in two forced marches from the British Cantonment at Cannanore.

A Regiment has hitherto been maintained at the French Rocks or at Mysore with the view of intimidating any elements of disaffection which might possibly exist in the latter place during the life time of the late Rajah. This motive has disappeared. The Rajah of Mysore is now a child under the benevolent tutelage of the Supreme Government. The retainers of the late Sovereign have been pensioned and dispersed. No instigations to revolt or even to dissatisfaction are known to remain. It is difficult to imagine why a Madras Regiment should be subjected to fever and ennui in such localities.

A Regiment is maintained at Mercara rather in deference to tradition than from any actual necessity. The people of Coorg are possessed of vigorous qualities but they are unused to war. It is scarcely conceivable that any rebellion in such a country should occur, and if it did occur it would not be extinguished by the unaided efforts of a Regiment of Sepoys. The tranquility of Mysore and of Coorg, if menaced by any internal causes, would be far more efficiently preserved by the knowledge that a well organized and powerful force was ready to march rapidly from Bangalore to the point of danger than by the action of scattered Native Regiments in defenceless positions, weakly officered, ill armed, and without Artillery.

Quilon is a dull place with a debilitating climate, surrounded by a pacific population. The Regiment stationed there sends out two Detachments, one to Trevandrum, the other to Trichoor. On Military grounds it would be unhesitatingly condemned. I must admit some reluctance to abandon it, for it is the only station in the Travancore Territory, and Travancore pays a subsidy of eight lacs to the

British Government in consideration of a guarantee of Military defence. It might seem discourteous to deprive a harmless and friendly Native state, the local benefit attached to the expenditure of a single Regiment, yet the Government are not bound by treaty to keep any Military Force in the Travancore Territory. They are only bound to provide for its security. It appears to me, on a re-consideration of this question, that a sentiment of generosity towards Travancore, however natural, can hardly outweigh our duty to the Madras Army. In carrying out a general scheme for the redistribution of the Native Forces Quilon ought to be abandoned.

VII. Should the opinions which I have here submitted obtain the sanction of my colleagues, eight single Regiment stations would be suppressed, but one Regiment being consolidated at Sumbulpore, only seven Regiments would have to be dealt with in the Madras Presidency.

VIII. The changes indicated open a way both to retrenchment and improvement. The desired economy can be effected—

- (1.) By a reduction of Commands.
- (2.) By a reduction of Regiments.

IX. The Commands affected are the Northern District reduced to three isolated Regiments, one in the Madras Presidency at Waltair, one in the Central Provinces at Sumbulpore, one in Bengal at Cuttack, and the Southern District reduced to two Native Regiments at Trichinopoly, with a small force of European Infantry and Artillery.

Both commands might, in my judgment, be advantageously abolished. The Regiment at Waltair should be included in the centre District and be inspected by the Officer Commanding it. The Regiment at Sumbulpore should be brought under the Nagpore Command. The Madras Regiment at Cuttack should be withdrawn, and the Supreme Government should be requested to occupy that station with a Bengal Regiment which would belong to the nearest Command in that Presidency.

The Brigade Command at Trichinopoly could be dispensed with in the same manner. I have advocated the retention of Trichinopoly as a Cantonment for Troops with a view to the accommodation which exists, to the Military traditions attached to the place, and to the policy of exhibiting south of Bangalore and Madras some of the material signs of sovereign power, but after the withdrawal of the Regiments from Palamcottah and Quilon, there does not seem to be any sufficient motive for the continuance of a separate Command on the Cauvery. The station could be conveniently reached from Madras. I would include it in the Centre District.

By these arrangements an eighth Regiment, removed from Cuttack, would be brought under the disposal of the Madras Government.

X. If the reduction of Regiments was a local question only it would be easily solved. The whole of the eight Regiments withdrawn from the single stations mentioned above could be dispensed with without danger to this Presidency; but the question is complicated by reference to the reliefs required for Foreign service, and by the necessity of maintaining reserves in the country for the purposes of imperial policy. Under all the circumstances of the case, and with a view to the diversity of sentiments existing on the question, I would not advise the reduction at present of more than four Regiments in the limits of the Madras Presidency.

XI. The economy effected by the abolition of two Commands and the reduction of four Regiments, may be roughly estimated at Rupees 4,85,668 per annum.

XII. Four Regiments would remain to be re-distributed in the Madras Presidency. Of these two should be stationed at Bangalore, one at Palaveram near Madras, one at Bellary.

XIII. The Madras Army in the Madras Presidency and in Mysore, with the

		* CENTRE DISTRICT.	
MADRAS.	Fort Saint George.	{	1 Body Guard. 1 Garrison Battery. 1 European Regiment. 1 Regiment, Volunteer Guards. 3 Native Regiments. 1 Company Sappers.
	Saint Thomas Mount.	{	Head Quarters of a Brigade of R. A. 1 Garrison Battery. 2 Field Batteries.
	Palaveram	{	1 Native Regiment. European Veteran Company. Native Infantry Depot.
	Poonamallee	{	Depot British Troops.
	Trichinopoly	{	2 Companies European Infantry. 1 Field Battery. 2 Native Infantry Regiments.
	Waltair	{	1 Native Infantry Regiment.
NOTE.—The Centre District ought, under these circumstances, to become a Divisional Command.			

MYSORE DIVISION.

At Bangalore.....	{	1 Regiment European Cavalry. 1 Battery Horse Artillery. 2 Field Batteries. 1 Regiment European Infantry. 3 Companies Sappers. 4 Regiments Native Infantry.
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Wellington, Convalescent Depot.

MALABAR AND CANARA.

At Cannanore ...	{	1 Garrison Battery with Mountain Train. 1 Regiment European Infantry.* 2 Native Infantry.
* Four Companies detached.		

CEDED DISTRICTS.

At Bellary ...	{	1 Field Battery. 1 Regiment European Infantry. 1 Native Cavalry. 3 Native Infantry. 1 Company of Sappers.
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NOTE.—I have proposed the transfer of a Company of Sappers from Bangalore to Madras, with a view to the construction of new Lines at Madras and Palaveram and other Military works.

exception of one Regiment at Waltair, would then be cantoned, according to the scheme appended, in five stations, Madras, Bellary, Cannanore, Trichinopoly, and Bangalore, four of which stations are situated on railways and in railway connection with one another, while the fifth, Cannanore, is on the sea coast and within sixty-four miles of a Railway terminus. All the Native Regiments, except one, would be stationed in conjunction with English Troops, all would be in healthy positions, and all but one would enjoy every advantage of exercise and inspection.

XIV. It is believed that with a moderate reduction, such as that which I have suggested, the reliefs of Regiments serving abroad could still be furnished without hardship to the Army, and in case of emergency eight Regiments could be withdrawn for service in the north or for enterprises beyond sea, two from Madras, two from Bangalore, one from Trichinopoly, one from Cannanore and two from Bellary, supposing in the last case, that no disturbances were apprehended in the Nizam's territory.

XV. The concentration of such considerable bodies of Troops at Madras and Bangalore, in Railway communication with Bellary and Trichinopoly, would afford every facility for the formation of camps of exercise, in which every branch of the Army, English and Native, would be represented, and this, I know, is an object which His Excellency the Commander-in-Chief has much at heart. Service in the Madras territory would thus be a school in which the Madras Army would be exercised for service beyond the frontier and beyond sea, where for various reasons, such concentrations could not, at the present time, be provided for except at Secunderabad.

XVI. The principles which I have advocated in the distribution of the Madras Troops within our frontiers should, as much as possible, be applied in the Hyderabad Territory, in the Central provinces, in Burmah, and in any other provinces which the Army may be ordered to occupy. A list is annexed of the Stations beyond

the limits of the Presidency which are garrisoned by single Regiments or detachments of Regiments of the Madras Army.

Cuttack*	...	Regiment.
Sumbulpore	...	Wing at present.
Hoosungabad	...	Wing.
Reapore...	...	Regiment.
Chandah	...	One Company.
Seroncha	...	Two Companies.
Nagode...	...	Regiment.
Dorundah	...	Regiment.
Moulmein	...	Regiment.
Shoaygheen	...	One Company.
Penang...	...	Two Companies.
Malacca...	...	Two Companies.

* Note.—This station I have proposed to give up to the Bengal Army in order to be able to retrench a Brigade Command.

I do not consider myself justified in suggesting arrangements for the concentration of these scattered bodies, as I am imperfectly acquainted with the political condition of the countries in which they are placed. But this Government might urge on the Government of India the expediency of consolidating the Native Troops in complete Regiments and Brigades, and in connection with European Troops, as far as may be deemed expedient.

XVII. The provisions for the redistribution of the Native Regiments would involve at once the formation of four new establishments for the accommodation of the troops, two at Bangalore, one at Palaveram, one at Bellary. In two of these stations, Bangalore and Bellary, not only the habitations for the soldiers would be required, but all the buildings belonging to the Head Quarters of a Regiment. At Palaveram, lines only would have to be constructed, for one Regiment; and at Sumbulpore for one wing. The Government would do well to avail themselves of this opportunity to look the question of lodging the Madras Soldier in the face, and to recognize those duties towards him which are recognized in the case of every other Soldier in India.

Whether in theory the state provides quarters for the Native Soldier I do not clearly find, but in practice the Soldier, in a great measure, provides quarters for himself. When the Native Troops leave their lines for a new station, where no lines exist, they receive compensation for the lines which they quit, that is they receive the value of their own property, and on their arrival at the new station they are granted, by Government, certain hutting allowances graduated according to their ranks and presumed wants. These allowances descend from Rupees twenty-four in the case of a subadar, to Rupees two in the case of a private. It seems probable that these allowances were never intended, even at a remote period, to cover the whole cost of hutting, but were rather in the way of a grant-in-aid for the purpose of purchasing some simple materials. The prime cost of a good hut for a private soldier, constructed of sunburnt brick and covered with tiles, such as is now expected, costs Rupees sixty, if the new lines at Royapooram may be taken as an example. The Government, therefore, makes advances to the soldier for the construction of his dwelling, and recovers the amount from his pay by gradual instalments. But as the Government cannot in any case recover more than Rupees eighteen, under existing regulations, and as there are many sources of expenditure in the formation of good Native lines beyond the mere construction of huts, the Government frequently makes additional advances which it never recovers at all. A double expenditure is thus already incurred by the State on behalf of the Troops; they receive an insignificant personal allowance and they receive a general contribution. It appears to me that the time has come when it would be desirable to put an end to the system of gratuities, advances, and contributions, with their concomitant of retrenchments, and to acknowledge at once that the state owes decent and wholesome quarters to its military servants. It would be right in principle, and I may add that it is neces-

sary in practice. As long as the soldier is expected to lodge himself, in whole or in part, the State cannot insist that his quarters shall be all that his health and welfare require, in reference to materials, dimensions, distribution and sanitation. The Government will insist on improvements, larger claims will be made on the co-operation of the soldier, larger contributions will be made by the Government, but the operation will still be a mixed and imperfect one, the soldier will be dissatisfied and the Government will not be quite contented.

Should the Government consent to undertake this duty, the Madras Troops would be relieved of an unjust distinction, and exonerated from a considerable burden, with a very moderate charge to the public. I would not contemplate any radical alteration in the system of hutting, but the huts would be more durable, weather tight, and spacious, better aired, better lighted, disposed with more regard to ventilation, order, beauty, and convenience. The Government would supply the materials and direction, the soldiers would give their labour gratuitously, and the Sappers would be employed when their assistance would be available. The men would be held responsible for ordinary repairs during the period of their occupancy, and when the huts become untenable, through age and decay, the Government would reconstruct them with the same co-operation. The new system might be gradually brought into operation as the existing lines were condemned and new ones were required. I am aware that it may be contended that if this Government should recognize an obligation to lodge the Native Troops the concession must be extended to the family of the soldier as well as to himself, and that this privilege, as a general rule, is one which no army possesses. The argument is really nugatory, for the method of lodging could, under no circumstances, be rendered cheaper than it is. The Madras Soldier with his family would be as economically housed as the single soldier elsewhere. I consider that an average of Rupees 100 per family overhead would be an ample allowance, taking into consideration all the simple ameliorations which might be reasonably adopted in the huts, and all the necessary provisions without, for aeration, cleanliness, circulation, and order. The average cost to the State of the lodging of a Native Regiment might be about Rupees 70,000 when the lines were placed on Government ground. This would, of course, not include Regimental buildings, which have always been at the charge of Government. The total charge for the new establishment of a Native Regiment would be about Rupees 100,000. I cannot doubt that the construction of improved habitations for the Native Troops belonging to Government, would eventually have a considerable effect in opening up their interior life to the inspection and control of their English Officers, who may now be naturally repelled from the lines by their crowded, disorderly, and uncleanly condition, as well as by the consciousness that the lines are as much the private property of the soldiers as the huts of a native village are the private property of the peasants who inhabit them.

XVIII. Education in the Native ranks has been long recognized as a question in which the State is concerned, and some provision is made for the maintenance of Army schools. The Government allows in each Regiment the sum of Rupees 21 per mensem for the support of teachers and other school purposes. This amount is appropriated according to the discretion of the Regimental authorities, and the establishment varies according to the constitution and necessities of the Regiment. In some Regiments two schools are provided, one for Hindustani and one for either of the leading Vernaculars of the country. In some there are three schools respec-

tively, for Hindustani, Tamil, and Telugu. A very little English is also occasionally taught to a few boys. Sometimes the different schools are assembled under one roof, perhaps in one apartment, generally there are two buildings in different parts of the lines. The instruction is circumscribed to reading, writing, and cyphering, with an attempt to convey the elements of geography. The accommodation is often miserable. The supply of books, slates, maps, &c., &c., is meagre in the extreme. The teachers, as a rule, are of a low order, the teaching is unintelligent, inanimate, relaxed. The interest manifested by the officers in the welfare of the schools is not very active. My views are derived from personal visits to the schools of Native Regiments here and there. I have seen some schools much better than others, and some officers much more concerned for the welfare of schools than others, but the general impression left is unfavorable. If I have been unlucky or mistaken I shall be happy to be corrected.

XIX. Such being the character of the schools it may next be asked what is the character of the scholars. The scholars are for the most part the recruit boys and the pension boys of the Regiment. The Government Schoolmaster, as a matter of fact, does nothing or next to nothing for the children of the Native Officers, Non-Commissioned Officers, and private soldiers.

The average number of boys of all classes attending Regimental schools, according to a return furnished to me, is per Regiment sixty-two. The report does not distinguish Recruit and Pension boys from others. The number of Recruit and Pension boys attached to a Native Regiment is fifty-six, some of whom, however, are too young to go to school. If the number of these classes attending school be estimated at forty-six, we should arrive at this result, the Regimental schools supply education to forty-six official scholars and to fourteen free scholars.

A Native Regiment may be stated to contain 700 men of mature age in all ranks and classes. Of these we may suppose that 500 are married. The families of sepoys are not large, but the average probably is not less than four in a family. We thus arrive at a gross Military population of 2,200, irrespective of older relations, followers, &c., &c. If, as is commonly stated in Europe, one out of six represents the proportion of children of a school-going age, there would in a Native Regiment be 360 children of both sexes requiring to be taught, or 180 boys in that category, besides the recruit and pension boys. This estimate tallies with the result of an enquiry in the 7th Madras Native Infantry. In that Regiment there were 174 boys between the ages of six and thirteen. The Regimental schools, therefore, afford education to fourteen out of 180 boys. They do nothing for girls at all. How, then, are the children of the Native soldiery educated? They are either not educated or taught in free native schools such as we commonly term Pyall Schools.

XX. The following is the rough outline of the educational state of a Native Regiment, taken at random, but under favorable circumstances, for it is stationed at Madras.

There are two Regimental Schools in the Native Lines, one for Hindostani, the other for Tamil. The average attendance at the Hindostani school is twenty-three, at the Tamil school twenty. There are twenty-four Recruit and thirty-five Pension boys who are under an obligation to attend school, some of whom, however, are too young, and some of whom are irregular in attendance. In the Hindostani school there is one free scholar, the son of a private soldier. In the Tamil school there are three free scholars, also the sons of privates.

In the Tamil school instruction is given in English to five or six boys.

In the lines there are five Pyall schools; one is kept by the Regimental Kazi and has twelve scholars, one is kept by a Pensioned Naigue and has twenty scholars, one is kept by a Puckally and has twelve scholars, one by a Pensioned Private and has seven scholars, and one by a Regimental Brahmin with twenty scholars. The wife of a Mussulman Naigue teaches five or six Mussulmani girls Arabic and Hindostani, in her own house.

The average attendance at all the boys' schools is seventy-one. About forty children are said to go to schools outside of the lines, chiefly for the purpose of learning English. Supposing the Regiment to contain 180 boys of a school-going age, besides the Recruit and Pension boys, we have thus an aggregate of 111 boys out of 239 receiving some sort of instruction, a result, on the whole, creditable to the educational instincts and aspirations of the people; for in all the Pyall schools fees are taken, and from the children of the higher class of parents to no insignificant amount. I believe, however, that education is given to some of the very poorest for nothing or almost for nothing. The accommodation in these Pyall schools varies considerably. In some it is mean and contracted beyond expression. In others it is decent. The school in this Regiment kept by a Brahmin offers a remarkable spectacle of purity and order. One of the humbler sort is less than a stall for cattle. In these several schools some kind of instruction is given in six languages, Sanscrit, Arabic, Persian, Tamil, Telugu, and Hindostani. I need not say how laborious, elementary, imperfect, and unprofitable most of the instruction is. Nevertheless the spontaneous educational work carried on in a Native Regiment is not without a deep interest. The antiquity and associations of the languages taught, the primitive methods and apparatus of teaching, the earnestness and intelligence of the scholars, however naked and wretched they may be, the interest often manifested by parents in the progress of their children, the sacrifices made by the poor for the benefits of learning, all these are traits of national manners and character which command our sympathy and should stimulate our assistance.

XXI. It is not to be supposed that the Government have been unconscious of the defective nature of their participation in the work of Army education. They have not been insensible though they have been inert. We have fortunately before us a basis laid long ago by very competent authority on which action may be taken without delay. This basis is embodied in the accompanying letter from the Adjutant General of the Army, to the Military Secretary to Government, under date September 27, 1860, which contains the substance of a report furnished by a Committee appointed to frame a scheme for Army schools.

The leading features of this scheme are as follows:—

- (1.) The consolidation of the Regimental schools in one school, in one building, under one Head-Master and two assistant teachers, with the necessary provisions for separate classes, and capable of containing from 100 to 120 pupils.
- (2.) The creation of a competent class of certificated Head-Masters in three grades, with salaries rising from Rupees 20 to Rupees 30 per mensem. These Masters to be formed in the Normal schools as far as possible, from men sent from Native Corps to study for this purpose.
- (3.) The creation of a class of competent assistant teachers, also as far as possible selected from the Army and trained to the requisite standard in the Normal schools.

- (4.) The institution of a superior standard of education in the schools, comprising systematic instruction, by the European methods, in Reading and Writing, English, Hindostani, and the Vernacular languages of the country, in Geography, in History, in European Arithmetic, including fractions and decimals, in the elements of Algebra and Geometry.
- (5.) The Regimental schools to be placed, like the Civil schools of the country, under the inspection of the Inspectors and Deputy Inspectors of schools employed by Government.
- (6.) The formation in each Regiment of a school Committee, comprising two European and one Native Officer, for the purposes of supervision and discipline, the educational part being left to the authorities of the Educational Department.
- (7.) Gratuitous education to be afforded to the Recruit and Pension boys and to the sons of Privates. Fees to be charged to the sons of Non-Commissioned Officers and Native Officers. The fees to form a fund appropriated to the maintenance of the school apparatus and to the purchase of prizes.
- (8.) The whole scheme to be strictly Regimental.

XXII. In the main features of this project I entirely concur with two exceptions on which I entertain considerable doubt. I doubt whether the Army school should be subject to the inspection of the Civil Educational Officers, and whether the action of the Regimental Committee should be restricted to matters of discipline.

It appears to me that it would be preferable to create an Army Inspectorate, and to give the Committee, under the authority of the Colonel Commanding and of the Army Inspector, full power in the direction of the educational course as well as in disciplinary matters. In this way, I think, the system of Inspectorate would be more energetic, uniform, and congenial, and that the interest of the Colonel Commanding and of the Officers, European and Native, would be more earnestly awakened in the efficiency of the Schools. If the Madras Army was exclusively stationed within the limits of the Presidency it might be different. The Civil Inspector of the country would be a competent Agency. But the Army is scattered from Saugor to Hong Kong. Its schools would have to be inspected by Agencies of which we have little knowledge and over which we have no control. I would advise the institution of three Inspectors of Army Schools, one for the Presidency and Mysore, one for the Hyderabad territory and the stations to the North, one for Burmah and the Straits. The creation of these Offices, with very moderate staff salaries, would give profitable employment to three selected Officers of the Staff Corps.

XXIII. I adhere to the Regimental system of schools as opposed to the station system for the following reasons:—

- (1.) Because the Regimental system can be rendered universal, which the other system cannot be, and I do not think it would be advisable to have two systems in force.
- (2.) Because the Regimental system possesses elements of continuity and stability for a shifting body like a Regiment which the station system does not possess.

- (3.) Because the Regimental system affords better opportunities to the parents of the children to make themselves acquainted with the manner in which the school is conducted and with the progress of the children.
- (4.) Because the Regimental system identifies the Officers of the Regiment with the progress of education, and brings them into contact with the interests of the Native ranks.

XXIV. To the provisions recommended by the Committee of 1860, for the improvement of Army Schools, I have three suggestions to add;

- (1.) Some provision should be made for the physical development of the Recruit boys, Pension boys, and other pupils, by the introduction of gymnastic apparatus and exercises.
- (2.) The grant-in-aid system should be prudently introduced with reference to the Pyall schools in the Regimental Lines. It is obvious that even the development of the Regimental school to the extent proposed by the Committee will not afford means for the education of all the children belonging to a Native Regiment of the school-going age. In order to improve and extend the means of education at the Command of the Troops in a commensurate degree, it would be expedient, in my opinion, to sanction a grant-in-aid to not more than two Pyall schools in the Lines of each Native Regiment, on the following conditions;

That the Pyall school so aided shall have had not less than forty scholars during a full period of six months.

That the instruction afforded by the said school shall appear to be satisfactory to the school Committee in the following branches. In reading and writing in a vernacular language with books, slates, and other European apparatus employed in local funds elementary schools. In the four first rules of arithmetic taught in the European method. In geography taught as in Local Funds elementary schools.

That the grant-in-aid shall not exceed the amount realised by the teacher in the shape of fees from his pupils. That the school so aided shall be constantly open to the inspection of the school Committee and of the Government Inspector.

The existence of such free schools in a Regiment, aided by Government would, I think, entertain a wholesome emulation, and if two such could be formed in each Regiment with an aggregate of about 100 Scholars, elementary instruction of a useful character would be provided for almost all the children of the Regiment of the male sex.

- (3.) In the institution of an improved order of Army Schools the principle of teaching the adult Soldier should be admitted, and an attempt should be made to open separate classes for this purpose. Whatever system may hereafter be introduced with reference to the selection of commissioned and non-commissioned Officers for the Native Regiments, we cannot doubt that an educational test will form part of that system. Such being the case, the Government ought to provide the soldier with the means of self-development and culture within the Regiment, for in many cases he cannot obtain them elsewhere.

XXV. In submitting these opinions with reference to the reform and development of Regimental schools, I do not advise that the provisions recommended by

the committee of 1860, or my own suggestions, should be adopted and acted upon without further examination. I wish to propose that the Government should request His Excellency the Commander-in-Chief to communicate to them, with all the information placed at his disposal, a definitive scheme for the improvement of education in the Native Regiments of the Madras Army.

XXVI. The introduction of the irregular system into the Army of Madras has made an important change in the functions of the Native Officers, but no corresponding alteration has been effected in the character of the officer himself. Under the old system the Native Officer was an auxiliary or associate of the English Officer, he is now a substitute and principal. But the qualities which rendered the Native Officer in former times a useful link between the Native and the European and a judicious counsellor of the latter, do not enable him to be a trustworthy and resolute leader. It would be unjust to the Native Officers to say that they are absolutely worthless. Some of them are remarkable, in their class, for good sense, good manners, and respectable conduct. There can be no question, as a general rule, of their fidelity and good intentions, but they are old, incapable of active physical exertion, ignorant, and unsuited, from their origin and connections, to inspire much respect in the ranks. No other result is possible under the method by which they are promoted.

All ranks of Natives in the Army of Madras enter the service as Private Soldiers, and none are men of high caste or high social position. The Private is promoted to the rank of Naigue for good service and good character at the discretion of the Wing Officer; the Naigue becomes a Havildar for the same reasons by the selection of the Commanding Officer. The Havildar has a claim to promotion to the grade of Jamadar by seniority unless he is passed over for specific reasons. Promotion to the rank of Officer is effected by the recommendation of the Commanding Officer to the Adjutant-General, and if the senior Havildar is superseded the cause must be stated. The same rule governs the course of subsequent advancement. In recommendations for promotion from the non-commissioned to the commissioned ranks the question of education is not entirely lost sight of; some form of examination or inquiry is commonly instituted at the discretion of the Commanding Officer, but no regulation exists on the subject, there is no educational test prescribed at any stage, the principle of selection scarcely exists; many Native Officers can hardly be said to possess the elements of learning; it would not be impossible to find some who cannot read and write. The inevitable result is that the Companies are commanded by superannuated well conducted Private Soldiers from forty-five to sixty years of age, who continue, in the exercise of higher duties, the habits, notions, and associations of their former station. No one in this country affects to believe that the Native Officer would as a rule command, on active service, the confidence of the Troops, or that he even could perform the physical duties of his employment. In any Civil or Military emergency, in time of peace, he would be equally useless. In such contingencies the delusion of Native Command would instantly be dispelled, and the English Officer would naturally reappear at the head of the Company.

I would ask the Members of Government whether it is right that we should be for ever the silent though dissatisfied partners, in a system of extravagance and imposture. We pay liberally for Native Officers, but they are not Officers, and the money of the state is wasted. We are surely bound to convert the existing forms into realities if it can possibly be done.

XXVII. In order that the Native Officers of the Madras Army may do the state valid service in peace and war, there are three desiderata; they should be younger, of superior social condition, and better educated.

These objects can only be attained by the institution of a Military school through which all candidates for the rank of Native Officer shall be obliged to pass. In the North of India, where feudal traditions and martial instincts still survive, candidates for Military employment, both in the Cavalry and Infantry, are found in influential families, who can be placed in the position of Officers with advantage to the service, irrespective of any previous professional training. Such a practice could scarcely be admitted here. Madras has long since suffered a transformation which is now impending over our recent conquests. We have no natural leaders of a warlike people. A century of British Government has enervated and levelled the Carnatic. The same influences will have the same effect in the Punjaub. But it would be a great mistake to suppose that good Military elements can only be found in turbulent races. Experience proves rather the contrary. The best Officers and the best Soldiers are formed from a pacific population by the powers of education and discipline, and by the sentiments of honour and duty. I cannot doubt that among the landed proprietors, Hindoo and Mussulman, among the richer class of ryots, among the Sudras in towns, perhaps even among the Mahratta Brahmins, young men would be discovered of good physical constitutions and good mental abilities, who would be glad to embrace a Military career if they could enter it in a respectable position, and who would be much more efficient and esteemed in that position than the present class.

Should the project of a Military school be entertained it should, in my judgment, be established at Madras, and be perhaps associated in some degree with the Civil Engineering College. Candidates for Military employment would be admitted on enquiry with reference to origin and character, and on examination with reference to education and health, but not on the system of mere intellectual competition. Some pecuniary allowance would have to be made, in the first instance. The training would comprehend the common branches of a good Anglo-Vernacular education, drill, riding, gymnastics, the use of arms, fortification, surveying, the superintendence of rough field work, and other studies subservient to Military duty. No cadet, not belonging to the army, would be admitted before the age of seventeen or after the age of twenty. The period of training would extend to three years, and the cadet, on leaving the school with competent certificates, would be attached to a Native Regiment with the rank of Jemadar.

XXVIII. In opening this avenue to Military employment in the rank of Officer to the respectable civil classes of the community, it would not be equitable to leave the Army itself out of consideration. It would be difficult at present to introduce an educational test for direct admission to the rank of Officer in the Regiments, as the means of commensurate education would not be available in our Army schools, but under the new system of Army schools, which would, according to my suggestion, embrace a class for teaching adults, the means would be at least afforded for preparing non-Commissioned Officers for admission to the Military school at Madras. A certain number of admissions to that school should be reserved for well educated non-Commissioned Officers from Native Regiments,

and in their case the age of admission might be extended to twenty-six or twenty-eight. A moderate educational test might at the same time be introduced in the Regiment for promotion to the grades of Naigue and Havildar, so as to bring a young and intelligent class of men into these grades who would form an appropriate raw material for officers afterwards.

XXIX. In advocating the introduction of a new system for the selection of Native Officers more conformable to the interests of the service and the requisitions of the age, I do not wish it to be understood that this innovation could supersede the expediency of restoring the Regimental system for English Officers. The new method might correct a glaring defect, but the want of English Officers attached to the respective Regiments by the ties of prolonged service and gradual advancement would still be felt. In my present remarks I contend rather for what is most practicable than for what is best, and if His Excellency the Commander-in-Chief should see any prospect of successfully recommending a reversal of recent measures I am prepared to support him. It will be observed, however, that the restoration of the old Regimental system either simply or with such modifications as economy and altered circumstances might suggest, would not materially affect the expediency of improving the quality of the Native Officers. Whether the irregular system is perpetuated or not it seems scarcely possible that at a time when every branch of public administration is filled by men of special education and cultivated intelligence, the commissioned grades of the Native Army should remain an asylum for senility and ignorance.

XXX. The question which I here submit for the consideration of Government is one of considerable importance and difficulty, and I cannot flatter myself that the convictions at which I have arrived will meet with unhesitating or universal assent. All that I desire is that Government should record their sense of the defects which are embodied in the existing system, should affirm that a greater share of youth, good birth, and intellectual culture is indispensable to the creation of a useful Class of Officers in the Native Army, and should invite His Excellency the Commander-in-Chief to favour them with his suggestions as to the method by which these qualifications may be attained. It would be easy to propose the formation of a commission of inquiry into this matter, but the adoption of such a course might create agitation. His Excellency the Commander-in-Chief has in his own diversified service in this Presidency and in Bengal, the means of coming to just conclusions, and he can command the counsel of intelligent and experienced Officers without attracting much attention or causing any alarm.

XXXI. The members of Government must have remarked with concern, from the petitions which are submitted to the Commander-in-Chief, the numerous cases in which the widows of Native Officers are left in a state bordering on destitution. It is no uncommon thing to hear that the widow of a Subadar is begging her bread. These examples were not so frequent, I am assured, in former times. Whether they now proceed from an increasing improvidence among the Officers of the Native Army, or from the comparative dearth of the necessaries of life, which render the Officers less disposed to save from their pay and pensions, I know not, but the facts which come to our knowledge are repugnant to decency and humanity, and reflect discredit on the class in which they occur. The Officers are themselves often seriously concerned for the future of their families, but they are burdened with many relations and dependents, and would, if I am

rightly informed, gladly concur in any measure which the Government might prescribe, but which they have not energy and self-reliance enough to set on foot independently. Colonel Silver, the Secretary to Government in the Military Department, whose knowledge of the Native languages, and whose attachment to the service attracts the confidence of the Native Officers, has assured me that he has received such declarations from many quarters as leave no doubt on his mind that a proposal to establish a pension fund for the above mentioned object would be hailed with general satisfaction. It must be understood, of course, that the institution of such a general fund would not invalidate the claims to pensions from Government which exist under the present regulations, nor would I propose to render subscription obligatory on persons already holding the grades referred to. I would grant the option of subscription to such parties, making it obligatory in case they shall once join the fund, and I would impose the subscription on all parties promoted to the same grades hereafter. Should Government see fit to entertain this project, I would propose that the Military Accountant should be instructed to prepare a scheme under which a fund should be constituted for providing pensions for Widows of Native Officers and Non-Commissioned Officers.

XXXII. The question of arms is one which touches the honour and efficiency of an army very nearly. Without the best arms of the day, troops will be inefficient or less efficient in war, and they will feel themselves slighted and suspected in peace. Nor does the question affect the soldier only, the officer cannot have any satisfaction in commanding men whose weapons are intentionally depreciated. He will feel that he belongs to a body which is openly condemned to inferiority.

If an Army deliberately ill armed, composed of a conquered race, and officered by the conquerors, in the superior grades, is brought in the field in conjunction with a force of the superior race against a common enemy, and is stationed and exercised in peace in conjunction with the same force, all the material and moral disadvantages attached to such a position are aggravated in the highest degree. The situation of the degraded Army becomes an impossible one.

XXXIII. The nations with whom the Native Troops of India may most probably be brought into conflict, are the Affghans and Persians, with or without European allies, the people of Nepaul, the Chinese, the Burmese. The contingency of collision with Europeans or Americans landed on the seaboard is less likely, but it is not impossible. The whole of the Asiatic Nations may arm themselves with breech-loading weapons. Some of them have already begun to do so. The Europeans will of course use every resource in war that science can supply. In every war which the Government of India wages the Army of Madras ought to have some share, and in some wars it might, compared with other Native Armies, have a preponderant share.

It would be manifestly impossible to present the Madras Army in line against any foreign enemy, in conjunction with an English Force, at the present time. Their arms would be useless against an enemy, and incompatible with the movement of their European allies. The Madras Soldier could not fight beside an English Soldier. He would be idle beside the English Soldier, or be killed beside him without defence. The Madras Army with its present smooth bore weapons could only be a working party or a baggage guard. But it is not for this purpose,

I may presume, that the Army is maintained at a vast expense, or that English gentlemen who have served in English Regiments are appointed to command it.

In peace the Army, if not in so cruel a position, is equally humiliated. The Officers and Soldiers of the Madras Army at Madras or Bangalore have constantly before their eyes the spectacle of another Army, composed of a superior caste, carrying superior weapons. They cannot compete with that Army in martial exercises, and when the two are manœuvred together they must feel that it is a sham.

No one will, however, argue that the Native Army can be left with the superannuated arms which they now bear as a badge of disgrace or neglect. It is agreed on all hands that they must have weapons which carry as far as the weapons issued to English Troops. The only question is this, are they to have the Enfield Rifle or a breech-loading rifle? Many persons will reply, the Enfield Rifle. I submit that this is a fallacy, that such a measure would be a transitory and ineffectual compromise with inexorable necessities.

XXXIV. The possession of a good muzzle-loading rifled arm in peace would no doubt be a consolation at present to the European Officer in the Native Army, and to the Native Officer and Soldier. The Native Soldier could at least fire at the same target as the English Soldier, and take part in the same field exercises without a transparent deception. Nevertheless the brand of inferiority would not be taken off. The man with the ramrod would still feel himself to be the helot of the other. A muzzle-loading rifle, however good, will soon be as much a thing of the past as a matchlock.

In war I do not suppose that any Troops with the best muzzle-loading weapons will again be placed in line with Troops armed with breech-loaders. The movement of the two forces before an enemy could scarcely be identical, the presence of two sorts of small arms ammunition on the field would be embarrassing, both in attack and defence; one force would experience a considerable moral discouragement, especially if the enemy was armed with the breech-loading weapon. These disadvantages would be increased in the case of Native Troops by this deplorable feature, that the worse arm would be given to the worse man. The Englishman would enjoy all the benefits of the greatest offensive and defensive powers; the Indian, who needs them more, would have them less. I think I only do my countrymen justice when I say that an English Soldier would be ashamed to stand beside a Native in such a posture. I do not think that the Native would stand long beside the Englishman.

XXXV. But it may be urged that the muzzle-loading weapon is only intended for the home and peace armament of the native Soldier. It is not to be his weapon of war. In peace he will be exercised with this respectable substitute so that he may be safe and harmless to his Government and his fellow soldiers, but as soon as danger is imminent he will be entrusted with the reality. I never heard of soldiers in any age or country having one weapon in peace and another in war. I need not point out that the introduction of such a method strikes at the root of two powerful principles in the constitution of an Army: mutual confidence between the soldier and the sovereign, and pride in the possession and exercise of arms. But I contend that the rule would be impracticable. If it is admitted that the better arm must be issued in war, it must be issued always and everywhere. What is to be done with the Native Soldier who has carried a breech-loader under fire, and who has perhaps been struck with it in his hands; could he be deprived of it afterwards? Could his war weapon be returned into store, and his peace gun, his

wooden gun, or quaker, be issued to him? I think not. But if this could not be done there would be Native Regiments who had been on service armed with breech-loaders and Native Regiments which had not been on service armed with muzzle-loaders. In a word, the soldier who had no opportunity of winning the superior weapon would be punished for his misfortune.

XXXVI. At the bottom, the only ground that exists for declining to give the Native Soldier the best weapon at once is the fear that he might become a mutineer.

To this argument I may oppose a moral and a material objection. A Soldier palpably disgraced and suspected is half a mutineer already. You must win his confidence, command his attachment, and consult his interests, to make him a useful and faithful soldier. It would be better to have no Native Army than to have one which is in every respect a perpetual source of distrust and awe. An army cannot be a good army unless it is well treated, and it is not well treated if it is ill armed. On the other hand, the possession of breech-loading arms would, in case of Indian mutiny, not be a source of strength to the rebel, but rather a source of weakness, except at the first encounter. The more complicated the weapon and the cartridge are, the less capable the Native Soldiers would be of renewing and producing them. In giving the Native Soldier the best weapon the Government would give him a weapon powerful for good and nearly useless for evil as long as the reserve of arms and ammunition is deposited in fortified positions in English hands.

XXXVII. On a deliberate view of the question it seems to me incontestable that the issue of the best weapon to the Native Soldier is essential to the creation of esprit de corps in the English Officer, and to the maintenance of efficiency in the Native ranks. It appears to me alike a measure of justice, policy, and necessity. The matter is one, of course, which cannot be locally disposed of. It must be decided for the whole of India, not for Madras apart. But I think the Government of Madras ought to record their opinion in favor of the step. Their resolution would not be without some effect on the eventual issue.

XXXVIII. In dealing with the question of the distribution of the Madras Troops in a previous Section of the present Minute, I have almost restricted myself to the consideration of the stations in the presidency of Madras and in those parts of Southern India which may properly be termed its Military dependencies. The question of cantonments beyond our boundaries is one respecting which I cannot be a competent judge. I think it right to state however, that in my opinion, in ordinary times, it is not desirable that Madras Troops should be advanced into the territories of Bengal or Bombay, which have their own armies, differing in many respects from the army of Madras. It appears to me that the Hyderabad territory, Central India, and Burmah, furnish a sufficient and appropriate area for the employment of our surplus troops, and in these countries they are not brought into contact with the forces of the other Presidencies. The evils which are, in my opinion, attached to the combination of Madras Troops, without some imperative cause, with the other Indian Armies are:—

- (1.) The exhibition to the local authorities and to the Troops themselves of diversities in respect to pay, allowances, organization, and general treatment, which may be imperfectly understood, and which may give rise to invidious comparisons and commentaries, and even to discontent.

- (2.) The facilities which such combinations might afford for the propagation of fanatical and treasonable correspondence.
- (3.) The expenditure incurred in the carriage of the Madras Troops with their families and followers to such great distances.

These objections would not, of course, be taken to the employment of Madras Troops in the other Presidencies in case of invasion or rebellion, or for the purpose of occupying the stations of the other armies when the latter are moved up to the frontier or sent on foreign service; though I should deprecate this practice (abusively employed, in my humble judgment, in the late Abyssinian war) as one derogatory to the Madras Army, which should always be employed in a fair proportion on war duty. In such contingencies, however, it seems to me that the families of the Madras Regiments should be left behind in this Presidency, so that the Troops might be transported with celerity and cheapness, and not exhibit in strange countries a spectacle of numbers and impediments repugnant to Military principles.

Should the Government of India embrace this view and see fit to renounce the present employment of Madras Troops in the Bengal territory, there would be two more Regiments of Infantry and one of Cavalry placed at the disposal of the Madras Government. These, in my opinion, should be made available, in the first instance, for strengthening the force in Burmah, which is reported to be in need of augmentation, and when this want had, in the opinion of the Supreme Government, been supplied, the remainder might be reduced, for under the scheme of redistribution which I have proposed above, the proportion of Native to British Troops within the limits of the Presidency would appear to be sufficient. In this way a fifth Regiment of Infantry and one of Cavalry could probably be retrenched, with a corresponding economy to the State. It might however be considered preferable to transfer the Regiment of Cavalry to Bangalore, in order to make the force at that Station as complete as possible, and to reduce one of the Regiments of Infantry at the same place, in which case the total reduction recommended would embrace six Regiments of Infantry.

XXXIX. In connection with the preceding suggestions for reductions and reforms in the Native army of Madras, I may be permitted to record my sentiments on two questions affecting the constitution of the general Military force in this Presidency, which have afforded matter for official or public discussion. These questions have reference to military supplies and to supreme command.

XL. Overtures have reached this Government from the Government of India on various occasions, pointing to the abolition of the Military factories for the supply of the Army of Madras with munitions and equipments, such as the Gun Carriage Factory, the manufactory of small arms, ammunition, &c., &c. These proposals have not been of an urgent character but they point to a policy of maintaining in the north, for the sake of economy, immense central producing establishments and storeage magazines for the supply of the whole Army of India.

To all proposals of this nature I consider that the Government of Madras should offer the most energetic opposition on grounds of general policy as well as for local reasons.

The Madras Army, however reduced in numbers, should be a perfect independent force, capable of taking the field at home and abroad, and maintaining itself in the field irrespective of support from the other Presidencies. It should possess its own carriage, its own factories, its own magazines, its own defensive positions; it

should be a self-supporting, self-acting machine; capable of being set in motion at the shortest notice with the greatest vigour. With these opinions I have had much satisfaction in seeing that the cattle breeding farm at Hoonsoor has been re-established. I have cordially approved the proposal of the Commander-in-Chief to set on foot the old leather manufactory at the same place, and I shall concur in any measure which the Council may adopt for the systematic protection and capture of elephants in this Presidency. I also trust that His Excellency the Commander-in-Chief will deem it right to put this capital principle to the test by making a distinct demand upon the Government of India for the institution of a manufactory of small arms ammunition as soon as possible.

The reform and consolidation of these establishments will be a work of time, and will entail a large expenditure; but the maxim should be affirmed that the producing arsenals of Southern India should be gradually grouped at one inland central station susceptible of defence. It will be for His Excellency the Commander-in-Chief to determine where that spot should be. I am myself disposed to believe that, since Trichinopoly has been dismantled, Bellary would be the most eligible place with reference to the impregnable position afforded by the Fort at that station, but Bangalore has claims on other grounds, and I do not pretend to possess any definitive opinion on this subject.

In contending for the objects specified above, we may encounter the argument that the development of the Railway system has rendered local establishments superfluous, but we should never cease to fight against a fallacy so pernicious. The Railway system, so useful in time of peace, has with reference to war in India this formidable danger, that its existence tends to undermine the old natural forms of Military communication and transport, to indispose governments to sustained sacrifices, and to teach them to rely upon a support which would fail in the first crisis of serious embarrassment or temporary defeat.

It is not only, however, on Military and political grounds that I advocate the retention of the industrial establishments belonging to the Madras Army. I would make the same claim, though it may be with less cogency, on the ground of justice to the Madras people. The population of Madras are as heavily taxed, at least, as the population of any part of India, and it is demonstrable that they obtain the smallest proportional share in the distribution of the Imperial Revenues. To deprive the East Indian and Native Mechanics of the capital and provinces of all share in Imperial work and in Imperial wages would be unjust and inexpedient. It would ruin thousands of honest hard working artisans whose crafts have been created and fostered by official patronage, who could not transport their families elsewhere, and who could not find the means of sustenance in the ordinary labour market.

XLI. Closely connected with the questions discussed in the last paragraph is the question of supreme command. It has been speciously argued that a justifiable economy would be found in the suppression of the office of Commander-in-Chief in the local Armies. With an earnest desire to see Military retrenchments impartially carried out in all the Presidencies I cannot recognise that this innovation would be expedient at Madras. The abolition of the local Commander-in-Chief would be inconsistent in principle with all the motives which are asserted for preserving in the Coast Army a strong, separate, peculiar local constitution. In emergency the measure would deprive the Army of vigorous undisputed direction, for communication with the north might be suspended, and the authority of a senior Officer would

not possess the ascendancy, either with Government or the Army, which would belong to the resolutions of an established Head. In ordinary times the constitution usages, and claims of the local Army would be a matter of small concern to a Commander-in-Chief whose interests would be centred on the frontiers of Nepal, Cashmere, and Caubul, whose visits to the south would be rare and hasty, and whose interference, when exercised, would often be mistaken and always suspected.

The question of the abolition of the local Commander-in-Chief is not agitated at this moment, but it might come at any moment to the surface, and it is one for which the Madras Government should prepare themselves by reflection and concert.

No. 9.—DECEMBER 20, 1871.

On the future distribution of the Madras Army.

I understand the Government of India to require a statement of the opinion of this Government as to the numbers and distribution of the Native Forces which we deem necessary in order to maintain within the limits of this Presidency, strictly so called, the public peace and the prestige of Government without reference to the defence of the territory against invasion from Native States or the sea-board, or the amount of reserves expedient for Imperial purposes, or the amount of reliefs necessary for Madras Regiments serving in other parts of India or abroad.

I therefore exclude from consideration the territories of Mysore, Travancore, Cochin, and Coorg, although these territories are all included within the Military Frontier of the Madras Presidency.

The numbers under distribution of the Native Forces which I would recommend are as follow :—

At Madras	{ 3 Native Infantry Regiments. 1 Do. Cavalry. 2 Companies of Sappers.
At Bellary	{ 2 Native Infantry Regiments. 1 Do. Cavalry. 2 Companies of Sappers.
At Cannanore ...	{ 2 Native Infantry Regiments. 2 Companies of Sappers.
At Trichinopoly ...	{ 2 Native Infantry Regiments. 2 Companies of Sappers.
At Waltair	{ 1 Native Infantry Regiment. 2 Companies of Sappers.

The Native Military Force thus maintained for the strictly internal purposes of the Madras Presidency would amount to ten Regiments of Native Infantry, two of Native Cavalry, and ten Companies of Sappers available for defensive military works, and at the orders of the Department of Public Works.

I cannot see that a larger force would be required for the dignity of Government or the security of the people, presuming always that the number of English troops stationed in the Presidency was not reduced.

The forces would be grouped in five stations.

All the present single Regiment stations would be abolished except Waltair.

I need not remark that the opinion here submitted does not embody any scientific basis on which the question of the reduction and distribution of the Madras Army generally could be determined.

My views on the general question have been communicated in a separate letter, under date of 24th September 1871.

In that minute I have admitted that on an emergency Madras might be with two Regiments of Native Infantry, Bellary with one, Cannanore with one and Trichinopoly with one; but I intended such a state of affairs to be transitional and exceptional; I do not think it desirable that the normal strength of the garrisons should be reduced so low even with a view to our domestic necessities alone.

I have added a Regiment of Native Cavalry to the garrison of Madras in order to complete the division as a military body.

No. 10.—FEBRUARY 16, 1872.

On the Fuel-supply at the European Stations on the Neilgherry Hills.

The question of the fuel-supply at the different European stations on the Neilgherry Hills is one which may properly engage the attention of Government. I have been told that Mr. Jago, the Conservator of Woods in the District, expressed to me, during his recent residence of Government on the hills, his serious anxiety in respect of the demand for firewood in coming years on account of the rapid extirpation of the natural woods within reach of the several markets, and the distance from which fuel will soon have to be carted and carried.

2. The Members of Government will probably agree with me that the cutting of the natural woods or sholahs can, in reality, only be justified for the cultivation of tea, coffee, and cinchona plantations, which yield profitable commodities, and reproduce a compensatory vegetation on the ground denuded. If we consider the beauty of the sholahs, the value which they probably possess in retaining moisture and cherishing the water-supply of the plains, and the protection which they afford to game, it will be allowed that to cut them down for firewood only is a course which nothing but the plainest necessity can excuse, and even as a temporary expedient.

3. With regard to the sholahs I think that the Government should lay down the following rules :—

(1). That in every case in which a sholah is felled by Government agency on Government land for the purpose of firewood, the area felled shall be planted in the same year, or at least in the following year, with Australian trees, as the spontaneous reproduction of the sholah is often problematic and at best imperfect.

(2). That in felling a sholah the trees shall be cut not higher than four feet from the ground, so that shoots may spring freely and equally from the stump; that the felling shall be clean and complete; that the top and lop shall be hewed out to the edge of the wood; and that no fires shall be lighted for the purpose of burning charcoal on any account within the area of the wood, but that such fires shall always be kindled at a safe distance on the grassland.

(3). That liberty may be granted to the Commissioner and the Conservator

of Woods to thin the sholahs on Government ground within the reserved circle around Ootacamund, where it is at present forbidden to fell these woods. It has been represented to me that there is in these sholahs a large quantity of dead or decaying trees which it might be desirable to remove with a view to the benefit of the remainder, and that such wood would yield a fair return, and relieve the pressure upon the more distant sholahs in some degree. It must, however, be understood that no sholah within the reserved circle is to be thinned without the personal sanction and inspection of the Commissioner, that the work is to be done departmentally by the Government wood-cutters, and that the area of such sholahs is never to be diminished.

4. The artificial plantations of Australian trees made by Government in these hills are as follows:—

		ACRES.
(1). Near Coonoor and Wellington—		
Planted before the constitution of the district.	The great wood above Bleak House	160
	The small plantation between Coonoor and Bleak House	40
Planted since the constitution of the district in 1870-71	The Beleia plantation, 6 miles from Wellington	40
		240
(2). Near Ootacamund—		
Made since the constitution of the district.	Six plantations within three miles of Ootacamund covering approximately	90
	Five plantations within five miles of Ootacamund covering approximately	80
Made since the constitution of the district in 1870-71		170

We have thus an aggregate of 410 acres of various ages which are available for fuel, or which will shortly be so.

5. I regret to say that I have not been able to arrive at any very reliable estimate of the gross amount of firewood requisite for the consumption of the European stations and the native population of the hills, or of the area of woodland which must be annually thinned or felled in order to meet that demand. A great portion of the supply has hitherto been furnished from private sources, of which no account is kept. In the year 1870-71, however, the market of Ootacamund was supplied by the Conservator of Woods with 5,144,000 lbs. of firewood, and Coonoor and Wellington were provided with 1,749,000 lbs. from the same source, forming an aggregate of 6,893,000 lbs., equal to 6,893 bandy-loads of 1,000 lbs. each. If the Conservator is correct in estimating the yield of one acre of sholah to amount to 120 bandy-loads, the demand of the European settlement would consume the wood upon 57 acres of land belonging to Government. As a matter of fact, 51 acres of Government wood were cleared or thinned for the consumption of the European stations last year; and, if we make an allowance of six acres for the amount of wood obtained by thinning we shall not be far wrong in assuming the consumption of the European settlements actually involved the clearance of 45 acres of Government woodland.

6. The rural population of the Neilgherries outside of the European settlements is represented by 6,984 families or hearths. If we allow each hearth 10 lbs. of fuel daily, we arrive at a consumption of 25,491,600 lbs. of wood annually, or 25,491 bandy-loads of 1,000 lbs. each. At 120 bandy-loads per acre

this would imply the clearance of 212 acres of woodland per annum. The rural population do not, however, annually fell heavy living timber; they cut saplings or decayed trees, or bring out dead wood and branches from the sholahs. Some of what the common people use is, no doubt, reproduced, yet still we cannot doubt that the consumption of the Badugas and Todas does cause a considerable dilapidation of the woods and diminution of their area, of which it would be impossible to form anything like a correct estimate. Nothing is more striking than the absence of healthy growing young trees throughout all the sholahs, and this can only be accounted for by the prevailing practice of the native population to cut seedlings and saplings when they can be conveniently appropriated.

7. In the opinion of the Commissioner the area cleared for the purpose of selling firewood by private proprietors is not so large as the area cleared by Government, but it would not be safe to estimate the extent denuded at less than from twenty to thirty acres per annum chiefly in the vicinity of Coonoor.

In one form or another the Government will be safe in concluding that the woodland of the Neilgherries is wasted at the rate of, at least, 100 acres per annum, irrespective of the extent felled, in order to make plantations of profitable trees, and that, if we determine merely to prevent the further reduction of the area of forest, we must plant for several years at the rate of, at least, 100 acres per annum on grassland.

8. I would advise that Government should issue stringent orders that, besides the area of sholah land felled and replanted, the Conservator of Woods, acting under the Commissioner, should each year cause a maximum of 100 acres of Government land to be planted with Australian trees, three-fifths of which should be appropriated to the supply of Ootacamund, and two-fifths for that of Coonoor and Wellington.

In forming plantations in grasslands, I would lay down the following rules for the guidance of the Conservator:—

(1). The plantations should, if possible, be made in two large blocks, one within three miles of Ootacamund, and one within three miles of Wellington, both to be close to existing cart roads. The plantation of each successive year would thus be added on to the plantation of the last, so as to form eventually one mass of forest with broad avenues or passages of unplanted ground intersecting it in convenient directions. In this way the source of wood-supply would be more accessible, more cheaply managed, and more easily watched than if the plantations were made in scattered patches. The sholah grounds replanted cannot, of course, be aggregated to the great plantation on the grassland. They must remain apart.

(2). Trees of different species should never be mixed, but should be carefully separated from each other by open paths. By this provision the growths of the various kinds will be more easily compared, estimates of the relative values of wood crops on given areas will be more conveniently made, and systematic cuttings will be better effected.

9. The formation of these plantations will involve, perhaps, a greater outlay than the resources of the district can bear without extraneous aid. The cost of careful planting being about Rupees 30 per acre, the whole annual outlay for this purpose would be about Rupees 3,000.

I would inform the Commissioner that, in case of necessity, the Conservator of Woods in the district will be assisted by a contribution from the receipts of

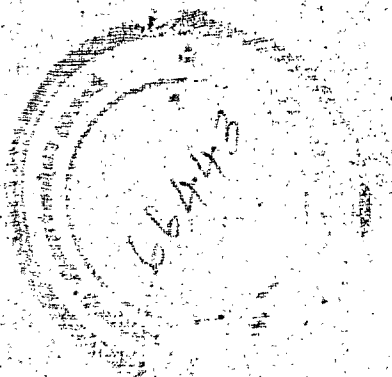
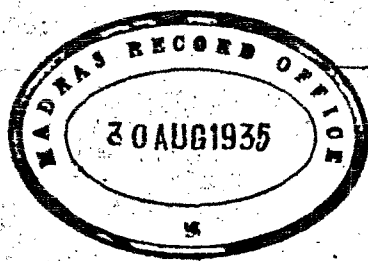
the Forest Department. The sale of existing wood must not be pressed in order to make new plantations.

10. While these operations are being conducted, it would be very desirable to lighten the demand upon the Government sholaks, as much as possible, by bringing private wood into the market. It cannot have escaped the observation of Government that, within the limits of the Municipality of Ootacamund, there are in the parks and gardens of numerous proprietors thickets of the yellow-flowering acacia that might be cleared out with advantage, and that there are hundreds of the melanoxyton which stand untouched in various stages of decay from the attacks of parasites, disfiguring the landscape and probably infecting the neighbouring trees.

The absence of many of the proprietors of land and houses may render it difficult to urge this question, but the Commissioner might be requested to use his influence, when it can be advantageously exerted, to promote clearing and felling on private grounds.

11. After the wants of the European settlements have been provided for, it will probably become necessary to form fuel reserves in the vicinity of the principal Burgher villages, both in order to preserve the natural woods from gradual extinction, and to prevent the use of cow-dung as fuel, a practice excessively prejudicial to tillage.

This is a question which may properly be reserved for separate consideration, but the attention of the Commissioner might be directed to it.



தமிழ்நாடு ஆவணக்காப்பக நூலகம்,
எழும்பூர், சென்னை-600 008.

தவணைத்தாள்.

செ. எண் :

ப. எண் :

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