# Political (1897) Department.

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[Despatch Abstract.]

The Treasurer State

Review up the estimates for the year 1899-1900 and the Budget Estimates for the year 1900-1901 of the Colony to the Govt.

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# ADMINISTRATION REPORT

AND

# BUDGET ESTIMATE

OF THE

# TRAVANCORE STATE,

FOR THE MALABAR YEARS 1073 AND 1075, RESPECTIVELY,

AND

REVIEW OF THE MADRAS GOVERNMENT THEREON.

*PUBLISHED BY AUTHORITY.*

Madras:
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# ADMINISTRATION REPORT AND BUDGET ESTIMATE

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FOR THE MALABAR YEARS 1073 AND 1075, RESPECTIVELY.

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*From F. A. NICHOLSON, Esq., Acting Resident in Travancore and Cochin, to the Chief Secretary to Government, dated Peermaad, 16th May* 1899, *Ref. on Camp No.* 16.

I have the honour to forward herewith the Administration Report of the Travancore State for the Malabar year 1073 (1897–98), and the Budget Estimate for 1075 (1899–1900).

It has been considerably curtailed but is sufficiently full. Certain clerical errors have been pointed out to the Diwan.

## General and Political.

2. During the whole of the year under report, the Hon'ble Mr. J. D. Rees, C.I.E., held the office of Resident; I assumed charge a week after the close of the year. The Hon'ble S. Shangarasoobyer, C.I.E., occupied the office of Diwan for the first eight months of the year, and retired early in April 1898. For the remaining four months of the year Diwan Bahadur Krishnaswamy Rao, the present Diwan, held office, having assumed charge on the 4th Medom (15th April). The chief events recorded under this section are the visit of His Excellency the Governor to Travancore during October 1897, and the return visit paid by His Highness the Maharaja at Madras in January following.

## Land Revenue.

3. *Demand, Collection and Balance.*—The following statement compares the demand, collection and balance, current and arrears under Land Revenue during the past two years :—

| Year. | Demand. | | Remission. | | Net demand. | |
|---|---|---|---|---|---|---|
| | Current. | Arrears. | Current. | Arrears. | Current. | Arrears. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| 1072 .. .. .. | 25,13,008 | 3,93,965 | 1,35,506 | 34,263 | 23,77,502 | 3,59,702 |
| 1073 .. .. .. | 23,18,793 | 4,08,869 | 1,18,802 | 52,028 | 21,99,991 | 3,56,841 |

| Year. | Collections. | | Balance. | | Percentage of collections to net demand. | |
|---|---|---|---|---|---|---|
| | Current. | Arrears. | Current. | Arrears. | Current. | Arrears. |
| | 8 | 9 | 10 | 11 | 12 | 13 |
| | Rs. | Rs. | Rs. | Rs. | | |
| 1072 .. .. .. | 22,71,018 | 57,317 | 1,06,484 | 3,02,385 | 95·50 | 16 |
| 1073 .. .. .. | 21,29,469 | 67,646 | 70,522 | 2,89,195 | 96·50 | 19 |

Deducting remissions Rs. 1,18,802, of which Rs. 56,749 are non-seasonal standing remissions which will disappear after settlement, the net demand was Rs. 21,99,991, or Rs. 1,77,511 short of that of last year. There is, however, no real decrease, but a slight rise in actual revenue of a permanent nature; the two items of viruthi settlement (sale of or premia on service inam lands) and sale of lands in which the chief decrease occurred, are not merely fluctuating but temporary, and are not true revenue at all, but capital, being land or landed interests commuted into cash. Owing moreover to scarcity in 1072 the sale of paddy, paid by the ryots as part of the land dues, was both larger and fetched higher prices in that year than in 1073. Allowing for these fluctuating items, the net land revenue for the year showed, as usual, a small rise due chiefly to extension of cultivation.

Referring to paragraph 5 of G.O., No. 718, Political, dated 7th October 1898, I may remark that the Darbar is now carefully examining all applications for tea and coffee lands; hence a receipt of only Rs. 2,370 under that head in 1073; discrimination in this matter is, as pointed out by the permanent Resident, highly desirable.

The year having been agriculturally favourable, seasonal remissions were comparatively low, viz., Rs. 62,053. The original Kodayar project was intended to obviate the need for these remissions.

Collections of current revenue averaged 96·50 per cent. during the year; that of current and arrears together (Rs. 21,97,115) almost exactly equalled the current demand (Rs. 21,99,991). Out of arrears of Rs. 2,89,195 no less than Rs. 1,60,061 are due on Travancore Devaswom lands in Cochin territory, where collection is impossible except through the courts and where there are also adverse claimants to some of the lands; the collection of arrears is therefore less unsatisfactory than appears at first sight.

Coercive process rose, especially in sales, though it was not accompanied by a proportionate rise in dues or values.

The expenditure charged to Land Revenue was Rs. 3,54,688 or 16 per cent. of the receipts.

4. *Revenue Cases.*—The disposal of "revenue cases," chiefly "puthuvals" (darkhasts actual or constructive), is one of the weak spots in Travancore administration, and has not radically improved in the year under review.

It is essential to good administration of the land, both fiscally and economically, that these puthuvals shall, with few exceptions, be disposed of not later than the close of the year in which they are filed; the result of delay is not merely that accumulated assessment is demanded in a lump at final disposal—a grave economic and agricultural error—but that plots of once waste land are worked up by the labour and capital of the applicants into fertile homesteads before a title-deed is issued; the possible consequences are obvious, where rich and poor are neighbours; several bitter complaints have reached the Resident regarding hard cases.

In the settled taluks the arrears have greatly increased; the increasing failure even to cope with the comparatively few cases in the settled taluks of Trivandrum division is most noteworthy; if the Revenue department is even fairly organized, it can have no difficulty in settled taluks in keeping pace with the cases; either then the organization or the *personnel* is at fault.

A special Assistant in Kóttayam (unsettled) has now been appointed and is rapidly disposing of the arrears and of the thousands of new cases which are pouring in by reason of this rapid disposal, and many cases have been transferred to the settlement department even in a settled taluk, but these arrangements give no guarantee that future work will be punctually disposed of, and rather favour laxity by the regular establishment. This is the fourth consecutive review in which this matter has been noticed.

5. *Transfers of Registry.*—Although the cases of transfer of registry disposed of (17,221) were in excess of the number filed (16,683) during the year, only 62 per cent. of the total for decision, viz., current and arrears, were disposed of; in fact the Revenue officers have got thoroughly behind-hand. Padmanabhapuram, though partly settled, is especially bad, having a whole year's cases in arrears; Kóttayam



has the largest number but the file is very heavy. From the figures given it is not possible to ascertain the respective ages of the 10,166 pending cases; possibly many are of several years standing. Transfers are only of less importance than puthuvals and these delays ought not to be allowed. It is not known why in the Quilon division with 11 taluks, only 637 cases are entered as received in the year.

6. *Inspection work by Peishcars.*—Touring by Peishcars was, as last year, inadequate in Quilon (98 days) and remarkably so in Trivandrum. The rule in British India is a minimum—always exceeded—of 2 months in each half-year for Collectors and 2½ months for Divisional officers.

7. *Land Acquisition.*—The disposal of land acquisition cases is also disappointing; the balance at the end of the year (525) largely exceeds that (379) at the end of 1072, although only one case was, it seems, taken to the District Court for adjudication. In the interests of the State and of the private owner alike there should be no delay in enquiry or award.

8. *Loans.*—It is stated that no loans under the Loans Regulation were granted for agricultural improvements. It is not however stated whether there were any and, if so, how many applications. The regulation was passed 8 years ago, and rules were framed in 1891; since that date only a few loans have been granted.

The need for agricultural capital and its usefulness in operation are as great as in British India; greater probably because there is probably a readier return; low forests and scrub jungle abound in many tracts where capital is needed for little more than clearance and levelling; immense areas of shallow backwater may be turned into most valuable plantations; in the south and south-east where the rainfall and soil are similar to that of Tinnevelly, the borders may be known by the entire cessation, on this side, of irrigation wells. As the provisions of the regulation are beneficent, and the interest low (4 per cent.) it is probable that the same causes prevent applications in Travancore as used to prevail in British India. A few lakhs of the reserve would be excellently invested in loans, since they would not only bring the Sirkar 4 per cent. in actual interest *plus* an increase in revenue, but also an incalculable addition to the wealth and stability of the ryot and to food production.

9. *Miscellaneous.*—Orders were issued during the year for commuting an objectionable payment in kind (cocoanuts); its operation will doubtless be mentioned in next year's report. The reform of defects in revenue organization and system alluded to in paragraph 4, G.O., No. 718, Political, dated 7th October 1898, is under correspondence with the Darbar.

### Survey and Settlement.

10. *Survey.*—Operations progressed satisfactorily; the area surveyed exceeded the estimate considerably and last year's outturn slightly, while village and taluk and other maps for over 1,300 square miles were lithographed; much miscellaneous work was also done, while the cost was considerably lower than in the previous year. Out of 31 taluks, 24 are completed, 4 in hand, and 3 untouched.

11. *Settlement.*—Except for 25 accountants and some field peons, the establishment was brought up to its full sanctioned strength and numbered 1,093; work should now proceed rapidly. In paragraph 93 it is stated that the outturn of work was on the whole satisfactory; as compared with 1072 there was an increase in field work, more registration cases were disposed of, more pattas issued, and more revenue cases settled. The figures, however, are, especially in classification and other field work, in registration cases investigated, in tabulation of assessment figures, and in issue of pattas, inferior either in one or in both years to those of 1071.

Settlement work in general is progressing; 7 taluks have been completed and 16 are in varying stages of progress, two being near completion; eight have not yet been entered upon. The operations though costly are more than repaying their cost pecuniarily, while they are introducing order and system. Statistics are given of the Neduvengad taluk just completed; in this no less than 18 per cent. additional land was registered by the Settlement Department as puthuvals assessed for the first time, which probably would have escaped assessment for many years in the absence of the settlement; the money return is already 7 per cent. on the total outlay for both

survey and settlement, while assessable trees had increased since the last settlement from 177,379 to 266,364; pattas for one cash ($\frac{2}{57}$ of an anna) are for small plots on Rajabhogam tenure or house-sites. One feature of the year was the enormous number of trees (1,093,017) counted; in two taluks re-counting was found necessary; this will be avoided in future. The viruthi (service inam lands) settlement was, as usual, a profitable business; it is gratifying to note that the terms of purchase or redemption of the lands were much more favourable to the enjoyers of the lands; paragraph 101 gives the old and new rules.

## Legislation.

12. The chief legislative measures of the year were an Abkári Regulation on the lines of Madras Act I of 1886, an Epidemic Disease Regulation, a Game Law, an Act to enlarge and define the powers and constitution of the Legislative Council and a Law to regulate enquiries into the conduct of public officers. The Penal Code Bill also passed the Council but only came into force in the current year. Bills under discussion were the Evidence Bill, the Negotiable Instruments Bill, the Wills Bill, the Criminal Procedure Code Bill and the Marumakatayam Marriage Bill.

## Police.

13. *Strength.*—The police force was numerically much the same as in 1072, but was stronger by 4 inspectors and by 7 head constables. The reserve though numerically strong on paper is, after deducting about one-fifth for recruits, almost wholly absorbed in special duties, escort work, &c.; in fact the available reserve is very small.

Good hill allowances are now in force for Police at Peermaad and Devikulam, those at the latter station being about Rs. 10 and Rs. 6 in excess of low country rates; this should prove attractive, and prevent the numerous resignations.

14. *Punishment and Prosecutions.*—Under prosecutions may be noticed a very grave case of brutal negligence by which a person in custody was confined in an unventilated "black hole" for the night and was found dead in the morning; the subordinate police got 7 years and the inspector a short term of imprisonment. Appendix 12, page XVIII, shows cases in which "extortion" and "hurt with wrongful confinement" were magisterially punished by fine only; this is unusual and enquiry has been suggested.

Enquiries by Assistant Superintendents were only fairly numerous; one Assistant however was but newly appointed and was learning his work at head-quarters; hence the advance in enquiries by these officers is satisfactory.

15. *Service of Processes.*—Processes showed a rise, entirely under grave crimes; this is probably only a fluctuation, for though considerably in excess of 1072, that year showed a considerable fall from 1071. Reduction is largely a question of proper inspection of the Sub-Magistrate's records and diaries by the District Magistrates. In this connection it may be noticed that in Travancore there is no provision such as exists in British India in the Court-fees Act (section 20 and rules of the High Court), for the levy of process fees from complainants in non-cognizable cases; this is regrettable, for the imposition of such fees tends largely to prevent vexatious and frivolous cases and much waste of money, while reducing summoned witnesses to a minimum; as shown below, there seems far too much petty and reckless criminal litigation, and probably of resort to the criminal courts to try civil quarrels under the guise of assault, trespass, and similar cases; moderate institution fees, as in British India and such as exist already in Travancore for criminal trespass and defamation only, with process fees, would largely reduce an unnecessary file.

16. *Registration of Known Depredators.*—The registration of known depredators, &c., was completed in the year; the heavy alterations in the figures from those of 1072 are due to the removal from the suspect, &c., list of a miscellaneous crowd of persons—many long dead or removed—whom the Police "suspected" with more or less reason. The lists are now believed fairly to represent facts, but certain doubts are under correspondence.

The recording of finger impressions has been introduced, and interesting results have already occurred.



17. *Crime.*—There was a certain increase in crime especially under homicides and the graver offences against property. Nothing of very special note occurred except a temple dacoity, and one of the serious Maravar incursions from Tinnevelly. From the statistics in paragraphs 145 to 152 and Appendix 31, page XXXIX, it would *primâ facie* appear that Travancore is a land of public disorder and violent crime; no less than 514 robberies—40 per cent. being on the highway,—166 dacoities —50 being in dwelling houses and 36 on highways,—2,744 thefts—228 being cattle thefts and 32 per cent. in houses,—432 burglaries, 27 cases of kidnapping, slavery, &c., 12 cases of rape, 54 cases of extortion, 102 cases of arson, &c., were "reported" to the Magistrates; moreover previous years show figures not dissimilar. Further, column 3 of Appendix 31 shows that the great bulk of all these offences were "returned as true"—*i.e.*, were taken on the Magistrates' file for enquiry—except under dacoities and robberies in which only 374 out of 680, or 55 per cent., were so returned. But fortunately these are only figures and not facts, and it would be well if the administration reports while giving the figures would also give the interpretation; in reality Travancore is comparatively free, in general, from violent crimes against property while extremely fond of litigation and exaggeration. It will be observed that the figures above given are those reported to and by the Magistrates. Turning to paragraph 126 (Police) it will be seen that the figures for dacoity, robbery and theft as reported to the Police are 66 and 377 and 2,183, respectively, of which only 11 and 57, and 1,299 were charged, the others being, with very few exceptions, referred to and struck off by the Magistrates as false; hence, out of 2,686 cases reported to the Police, only 1,367, or half, were charged, and under the two major crimes only 15 per cent. Turning again to columns 7 and 8 of Appendix 31 it is seen that in the 384 dacoities and robberies "returned as true", *i.e.*, taken on the Magistrates' file, only the absurd percentage of 4·45 of the persons "brought to trial"—which probably includes preliminary enquiry in the case of dacoities—were convicted after the sifting processes of enquiries and trials before the Sessions Courts and Magistrates; moreover, these figures include those charged by the Police as true. Similarly under thefts only 29 per cent. were convicted, though these include the hosts of petty thefts which are really committed and easily convicted; extortion cases were only convicted in 8·18 per cent., kidnapping in 5·77, rape in 11·11, and so forth. The total convictions under the Penal Code—not merely of cases returned as true but of persons actually brought to trial—was only 23·17 per cent. or 2 per cent. below that of the Madras Presidency.

It is thus obvious both from the number of cases "referred" by the Police, and from the extremely small proportion of cases convicted by the courts on cases accepted direct by them, that, except for a tendency to murder, the crime really prevalent in Travancore is that of making false or grossly exaggerated charges, and that the time of the Magistrates and Police is wasted to no inconsiderable degree in investigating mere rubbish. There is an obvious habit of exaggerating assaults and affrays into robberies and dacoities, in bringing quarrels about property into the Criminal Courts under the guise of thefts, trespasses, dacoities, robberies, and the like. The habit is known in British India, but, in many districts at all events, has been largely checked by remedies which are equally in the hands of the Travancore authorities.

A more searching enquiry before complaints are filed, the greater use of reference to the Police in grave cognizable cases, the dismissal of grossly exaggerated complaints, the exclusion from process of redundant defendants, such as children who appear by the statistics to be often wantonly included, awards of compensation for reckless accusation, prosecution for false charges, care by Magistrates regarding the admission to practise of unpassed pleaders, &c., are obvious suggestions.

Whether the percentage of conviction in grave cases could not be improved by the training of a special set of detectives and by the provision of prosecuting inspectors or sub-inspectors in the several divisions is also matter for consideration.

Similar remarks apply to petty or less serious offences under the Indian Penal Code, such as breach of trust, misappropriation of property, wrongful restraint, assault, mischief, defamation and intimidation, in which the percentages of conviction to persons dealt with in cases brought to trial, were only 7·91, 11·11, 15·79, 17·37, 17·46, 3·45 and 5·76, respectively, while out of 16 cases returned as true of offences

relating to marriage, involving 66 persons brought to trial, not one was convicted—appendix 31, page XXXIX. A looseness of complaint, coupled with too easy acceptance as true or deserving of trial, appear probable from columns 2, 3 and 8 of the statement. As suggested above, the British India provisions for institution and process fees in non-cognizable cases might well be adopted in Travancore. A little friendly advice by the Magistrates to foolish or reckless complainants, is also a potent and wholesome restraint upon the litigious extravagances of temper.

### Criminal Justice.

18. *Courts, Cases and Persons.*—Courts exercising criminal jurisdiction were 62 as against 63 in 1072; the Anjenad first-class Magistrate's Court was abolished, that of the Cardamom Hills was transferred to Devikulam (High Range), and the second-class Magistrate at Peermaad was given first-class powers. There were also four special courts for the trial of European British subjects.

Crime has been dealt with in the section on police. There was a slight increase in cases, nearly all, however, under special laws, such as Abkári (+324), Town Conservancy Regulation (+271), &c., cases under the Penal Code being 15,948 as against 15,902 in the previous year. About half the total cases were disposed of without trial; in the remainder convictions ensued in only 28·80 per cent., viz., 23·17 in Penal Code cases and 78·51 in cases under special and local laws. Cases against public servants fell from 291 to 125; it is explained that in previous years cases brought against officials in their merely private capacity were included. Even now these figures appear subject to reduction, for "public servants" include police, and in paragraph 118 it is stated that charges against police officers in their private capacity are still included; convictions in these cases rose to 28 per cent. Cases against juveniles fell remarkably, viz., from 430 boys and 52 girls in 1072 to 273 boys and 22 girls in 1073. Comparatively few of these were prosecuted by the police; 46 were actually convicted, of whom about three-fourths were found guilty of theft and nine were sent to the Reformatory.

From paragraph 155 it appears that 35 persons were put up to find security to keep the peace and 5 for good behaviour as against 7 and 5 in the previous year, but that only one person was bound over in each class; this is unusually disproportionate, but the cause of the rejection of so many applications is not known.

19. *Magistrates' Courts.*—The disposal of the cases by the magistracy presents no special features; the first-class Magistrates had fairly hard work with an increased file and an average of 320 trials, 15 preliminary inquiries and 1,053 witnesses apiece; the second and third class Magistrates, as a rule, do not appear over-burdened as regards magisterial work, since they examined on an average only 627 witnesses each, and many of these must have cost but a few minutes hearing. The superior Magistrates showed a considerable rise in the average duration of trials, viz., from 22 to 27 days; 2·63 of the witnesses in all courts were detained more than three days as against 1·7 in the previous year; delay in the criminal courts is of serious public importance. Fines were more satisfactorily collected than in the previous year and a much smaller recoverable balance was left at the end of the year.

20. *Appellate Courts.*—Cases tried by second and third class Magistrates were confirmed to a somewhat larger, and reversed to a smaller, extent than in the previous year; appeals from first-class Magistrates to Sessions Courts were more largely confirmed but also more largely reversed, fewer being merely modified; while in the case of appeals from Sessions Courts to the High Court the percentage of confirmation fell from 72·84 to 57·34, and reversals rose from 24·69 to 29·37; the fluctuations however in this court are, necessarily, comparatively considerable since appeals are comparatively few.

21. *Inspection by District Magistrates.*—The inspection of subordinate courts by District Magistrates was apparently better than in 1072 in two divisions; in Trivandrum (head-quarters) and Quilon it was seemingly *nil*. This matter was referred to —not for the first time—in paragraph 243 of the report for 1072 and further inattention to the orders of the Sirkar should not be permitted. Even apart from distinct orders it is not conceivable how District Magistrates can abstain, as a matter of ordinary duty, from making frequent inspections; no part of a superior Magistrate's duty



is more important or more fruitful than the careful examination of records and sudden, unannounced, sittings with the Sub-Magistrates during the disposal of cases; in the latter case correct or irregular methods, wrongful distinctions in the treatment of castes and classes, &c., can be readily ascertained; in the former, confusion or system, promptitude or dilatoriness, right or wrong methods in the recording of evidence especially in petty cases, prompt or dilatory issue of process, unnecessary adjournments, &c., at once come to light. Thorough inspections should be insisted on.

### Jails.

22. *General.*—The number of prisons remained the same as in the previous year, viz., the Central Jail at Trivandrum and the two District Jails at Quilon and Alleppey.

23. *Central Jail.*—The Prisons Regulation was fully brought into operation during the year under review; this necessitated, *inter alia*, changes in establishment, the use of prison uniform, the total abolition of extramural labour, and the introduction of remissions. These changes, together with the high prices of food, account for most of the increase in net expenditure, which should decrease during the current year. A riot, which however was easily and promptly dealt with, occurred as another result of the changes. The average daily strength was slightly less than in 1072, but sickness, perhaps in consequence of the greater restrictions on liberty, increased from 2·22 to 2·65. These restrictions, together with the riot, also probably account for the rise in punishments from 136 to 206; this is especially the case in the item "corporal punishment" since many rioters were flogged.

24. *District Jails.*—These remained under the old system pending greater experience of the new one in the Central Jail. Quilon appears to be an unhealthy jail to judge by its percentage of sick, viz., 5·1, 6·12 and 4·7, respectively, during the past three years, as the ratio of daily sick to the daily strength.

### Civil Justice.

25. *Courts, Suits and Litigants.*—The number of Civil Courts was 27, the Munsifs' Courts having been increased from 20 to 21.

Legislation showed a heavy increase: 43,186 suits valued at Rs. 39,51,850 were filed as against 36,033 valued at Rs. 34,76,889 in the previous year; of these, 27,660 were ordinary and 15,526 were small cause suits, against 21,709 and 14,324, respectively, in 1072. The increase from 29,253 suits valued at Rs. 28,62,397 in 1069 is remarkable. The advance now made affords a curious instance of the effects of a single law (Janmi and Kudiyan Regulation of 1071); in the administration report for 1072, paragraph 278, the effect of this regulation in increasing suits on mortgages, suits relating to rent, and suits relating to rights over immovable property, is especially noticed; in the year under review the remainder of the regulation (two sub-sections only) came into force, resulting in a very large influx of suits filed by janmis to prevent the lapsing of janmi rights and the acquirement by tenants of permanent occupancy rights. Chiefly for this reason the total number of real property suits rose to 12,461 from 8,074, and from 37 per cent. of all regular suits to 45 per cent. Other suits rose from 27,959 to 30,725, the only noteworthy item being a rise from 17,745 to 19,522 on contracts in writing, a fall from 3,640 to 3,029 on oral contracts, a rise from 3,352 to 3,959 on accounts stated and from 453 to 1,221 for rent-renewal premia by janmis against tenants. The above figures suggest (1) the influence of the new landlord and tenant law, (2) a development in the value of land, (3) an increase in business transactions with a tendency to substitute written for oral contract. Individual values showed a continued tendency to decrease both in regular and small cause suits; in the Munsifs' Courts where popular litigation is disposed of, the values fell from Rs. 102·74 and 14·37 to Rs. 96·90 and 13·95 for regular and small cause suits respectively.

In the Madras Presidency there was one suit—village courts included—per 98 of the population; in Travancore one per 59. Owing to the want of village courts a vast mass of petty work is thrown on District Munsifs in Travancore; *e.g.*, in Madras there were 155,950 suits not exceeding Rs. 20 in value, of which village munsifs disposed of 93,903 or 60 per cent.; in Travancore there were 10,967 small cause suits

of similar value in District Munsifs' Courts; hence one chief reason for the disproportionate number of such Courts. The average value in Madras in regular suits in District Munsifs' Courts was Rs. 206; in Travancore Rs. 97; this is only partly due to the fact that small causes in Travancore are limited to Rs. 30 in value, for there were 1,759 regular suits for *real* property not exceeding Rs. 20 in value.

26. *Disposal by Munsifs.*—The increased file was only partly met by increased disposals, since an increase in the file of 8,838 suits or 21 per cent. was met by an increased disposal of 4,071 or 11·5 per cent. This however means a large additional amount of work per court especially among the District Munsifs, before whom 41,912 suits were filed, and who disposed of 38,094 of the 49,047 set for disposal. The large arrears are due partly to the increased amount of work, partly to the heavy institution of suits—8,117 in the Munsifs' Courts—in the last month of the year. These were largely the janmam suits alluded to above. Probably the excess in arrears will disappear during the current year. The increase of work tended also to a slightly increased duration.

27. *Quality of decisions of Munsifs.*—In the quality of work done as judged merely by the result of appeals, the Munsifs show a slight falling off from 63·97 to 60·16 per cent. of confirmations; this may be a mere fluctuation, but is also accounted for by the suits under the Janmi Regulation, "which as a rule afford a wide latitude for modification."

28. *District Courts.*—Appeals from the work of the District Judges show reversals in first and second appeals of 18·46 and 24·37 per cent. as against 15·51 and 15·74 per cent. in 1072. The test of mere figures is a rough one, since annual fluctuations are considerable, but the High Court who see the actual work, observe that the results show "much deterioration," though appeals filed were somewhat fewer than in 1072. This opinion is of the greater importance since the High Court expressly warn all lower courts that work will be judged not so much by rapidity of disposal as "by the quality of the work turned out."

29. *High Court.*—The appellate work of the High Court slightly decreased, wholly in appeals under Rs. 500 in value. About two-thirds of the appeals (666) related to real property. Only eight courts were inspected as against ten in 1072. Speaking generally, the judicial work of the country seems well done, but there are some serious cases of delay and the High Court's criticism above-mentioned is noteworthy.

30. *Financial results—Criminal and Civil Justice.*—Receipts and charges on account of civil justice were Rs. 5,66,979 and Rs. 2,93,118 against Rs. 4,99,060 and Rs. 2,86,114 in 1072; hence a surplus of Rs. 2,73,861 against Rs. 2,12,946. Criminal justice cost the State Rs. 1,76,029 against Rs. 1,68,545, of which Rs. 34,303 were made good in the shape of criminal fines, fees, &c. There was thus a net surplus under Law and Justice of Rs. 1,32,135 against Rs. 78,427 in the previous year. Against this must be set the cost of buildings, furniture, stationery, and retiring allowances, which appear as charges under their respective heads; hence on the one hand a reduction of the surplus; on the other hand the increased surplus is a set off against increased charges under the above items.

Institution fees are still paid in all Travancore courts in cash only; the introduction of stamps seems a desirable reform.

## Registration.

31. *Offices and Transactions.*—An increase similar to that in litigation showed itself in this department; the 45 offices registered 151,656 documents; this is 21,559 or 16·6 per cent. more than in 1072 and the highest on record, being 59 documents per 1,000 of the population (1891 Census); this increase was under all heads and, as in the case of civil litigation, was partly due to the Janmi and Kudiyan Regulation, janmis largely renewing their leases in order to avoid any lapse of rights under certain provisions of the regulation which were to come into force at the beginning of the present year. Reference to appendix 50, page lxiii, shows that leases exceeding one year went up from 11,045 in 1072 to 23,416 in 1073, the average value falling from Rs. 187 to Rs. 112.



32. *Details of number and values.*—Gross values rose from Rs. 2,69,85,143 in 1072 to Rs. 2,91,88,853, the average per document falling from Rs. 208 to Rs. 195. Mortgages showed a heavy increase, viz., 6,204 or nearly 8 per cent.; those with possession alone showed advance of 5,058 or 11·4 per cent., and of these the greater number, viz., 3,452, were below Rs. 100 in value. Taking all documents under Book I together, documents under Rs. 50 in value increased from 45,809 to 59,257 or by 29 per cent., and between Rs. 50 and Rs. 100 from 29,608 to 33,275 or by 12 per cent.; these were chiefly mortgages with possession and leases exceeding one year. A complete interpretation of these statistics would be important as regards the economic position of the small holder and cultivator.

Comparison with the figures for the Madras Presidency in 1897–98 is interesting and instructive. Madras with fourteen times the population of Travancore registered less than six times the documents (884,123 as against 149,863) and nearly $6\frac{2}{3}$ times the value (19·35 crores against 2·92); under Book I the figures are 840,544 and 18·16 crores against 146,496 and 2·633 crores; in Madras there were 25 documents per mille of population taken as $35\frac{1}{2}$ millions, in Travancore 59. The average value under Book I was Rs. 216 in Madras against Rs. 195 in Travancore, owing not to a lower general value of land but to the fact that registrations are more than twice as numerous in proportion to population and therefore go down to smaller cases.

33. *Duration of registration.*—In Madras 53 per cent. were registered on the day of presentation and 90 per cent. within the end of the third day; in Travancore 94·9 per cent. were registered on the first day, owing to the loose sheet copying system described in paragraph 350 of the report for 1072 and paragraph 271 of the present report. The net surplus in Madras was Rs. 5·73 lakhs; in Travancore 1·32.

34. *Financial results.*—The financial results were satisfactory resulting in a net surplus of Rs. 1,32,347 against Rs. 1,09,689 in 1072; expenditure remained practically the same at Rs. 99,440.

## Marine.

35. The large increase in ships and tonnage at the several ports is a partial recovery from the figures of 1072 which were further below those of 1071 than they are below those of 1073, as shown in the following table:—

| Year. | Ships. | Tonnage. |
|---|---|---|
| 1071 .. .. .. .. .. .. .. | 720 | 394,629 |
| 1072 .. .. .. .. .. .. .. | 522 | 291,960 |
| 1073 .. .. .. .. .. .. .. | 623 | 388,507 |

It appears however from the figures that larger steamers are now touching at the chief ports.

## Season and Rainfall.

36. Generally speaking the season was favourable with slight losses by excess and defect of rainfall. Considerable expenditure—apparently about a lakh of rupees (paragraphs 292 and 337), irrespective of any outlay by the Maramut Department—was incurred on relief works, relief kitchens and money doles, in view to relieve the distress caused chiefly by the high prices of food and partly by the effect of partial floods. Prices continued high during the year; but there is no tabular record in the report on this important matter.

## Forests.

37. *Establishment.*—During the year the establishment was, save for two peons, brought up to the full strength sanctioned under the recent re-organization; the Conservator, Mr. Bourdillon, also adopted the black mark system, a Forest Account Code, re-drafted the Forest rules required by the Forest Regulation, and has taken in hand the due regulation of touring by his subordinates.

38. *Area of reserves.*—The area finally constituted reserved forests during the year was 50 square miles; the reserved forests now aggregate 1,048 square miles or 50 miles more, and reserved lands 912 or 232 square miles less than at the end of 1072.

I am asked to substitute the following table for that entered in paragraph 298 :—

| — | 1072. | | 1073. | | Difference. | |
|---|---|---|---|---|---|---|
| | SQ. M. | ACS. | SQ. M | ACS. | SQ. M. | ACS. |
| Reserved forests .. .. .. .. .. | 997 | 626 | 1,047 | 626 | + 50 | .. |
| Do. lands .. .. .. .. .. | 798 | 306 | 911 | 620 | + 113 | 314 |
| Total .. | 1,796 | 293 | 1,959 | 607 | + 163 | 314 |

The cardamom hills reserve of 336 square miles was included in the figures for 1072 (paragraph 383 of the report for that year) and should not come into this year's report.

Reservation seems likely to be slow in the current year, for only 163 square miles were notified under section 4 during 1073 and of these the main block of 160 square miles was not further gazetted under section 6. The report also states that settlement work progressed poorly under the Division Peishcars; presumably that is a remediable defect. Apparently the Special Reserve Settlement Officer was chiefly engaged during the year in revising previous work; this prevented the Northern Division Peishcar from doing settlement work. The importance of pushing on reservation is once again urged; the forests cannot possibly be worked as they should be till this essential preliminary step is taken.

No working plans were drawn up during the year, and in paragraph 301 of the report the reasons given by the Conservator are quoted. It may be noticed that the Maliyatur reserve of 345 square miles was finally reserved in April 1895, that a good deal must have been known of the reserve before that date, and that there is a Deputy Conservator and an Assistant with subordinate staff in charge of that forest; Kottoor again, of only 36 square miles, was reserved in July 1896 and is quite accessible. It should be possible to make working plans at an early date for these forests.

The area of the teak plantations was increased by 101 acres in 1073, the total being now 1,378 acres, which, up to date, have cost Rs. 1,85,459 or Rs. 134 per acre; the exact age or condition of these plantations is not known from the report. The older parts in some areas appear to have received insufficient funds, so that they are partly overgrown for about 500 acres with high scrub which is prejudicial to the plantations.

Not much damage was done by fire although no precautions such as watchers, fire traces, &c., have been hitherto employed in the forests generally, notwithstanding the proximity of forest fires from hill cultivation (Kumari, Cherikal). But fire watchers have now been sanctioned for the hot season. Presumably further steps will be taken for the reserved forests. It seems a question whether Kumari (Viruppu, Cherikal) cultivation should not now be in some way restricted as both dangerous and wasteful.

39. *Exotics.*—A forward step has been made towards introducing valuable exotics in sending to Formosa for seeds of the camphor tree. The forest tracts of Travancore cover nearly half the area of the State, and though amongst its most valuable assets, bringing in above four lakhs per annum, are not yet worked otherwise than superficially. But their tropical position, their splendid and unfailing rainfall—from 100 to 200 inches—and their general external accessibility by river and backwater, point them out as capable of producing and placing on the market in any quantity products essential to modern needs; such are camphor, now consumed enormously in modern explosives and to the value of many lakhs in India, india rubber for which the demand is unlimited and which is apparently producible by several species of tree, gutta percha, other gums, resins and drugs, oils, timber, fibres, and paper material, match woods, and so forth. In many cases the development of such products is hardly possible to individual private enterprise owing to the knowledge, capital, and time required; an organized and continuous State department with a keen perception of the markets, exactly fills the position. At present teak plantations are almost the only form of such enterprise; mahogany can hardly be said to have been seriously tried though long ago introduced; perhaps a more extended



introduction of commercial valuables may now be possible. At the Peradenia and Hakgalla Government gardens in Ceylon, especially at Hakgalla, the camphor tree is being successfully and rapidly grown; probably cuttings from those gardens could be obtained and, for experimental purposes, would prove better than seed from Formosa, which however will be needed for extended cultivation.

*Minor Produce.*—In this connection the desirability of developing the collection of existing forest produce other than timber is suggested; it is admitted by the Conservator that this is undeveloped and that more might be done; *e.g.*, there is a demand for the valuable gum kino, but the collection is prohibited because of doubts whether its collection may harm the trees which produce it, a doubt which might surely be easily solved. There must be many rich products in these forests, and it would be well to ascertain and collect them. Obviously however the Conservator is right in alleging that the small income is due to the present inaccessibility of the interior of the main forests, through the entire want of internal roads. This want has been adverted to by successive Residents, but is still a want; in 1070 and 1071 together, only Rs. 3,409 were spent on forest roads, in 1072 Rs. 1,979 out of Rupees 3,398 sanctioned, in 1073 only Rs. 819 out of Rs. 1,582! As a provision for roads and bridges this allotment is insignificant and the failure to spend even the allotment is regrettable; an expenditure of less than one rupee per 500 of income is mistaken economy. Moreover it would seem that not only roads but decent shelter sheds for staff and workmen should be provided, if the forests are to be properly explored and exploited.

It may also be suggested in view of the approaching railway construction that special consideration be at once given to the supply of sleepers; *irul* and other suitable timbers appear to abound; perhaps they are also accessible. Two lakhs of sleepers at Rs. 2-8-0 to Rs. 3 each would be a large addition to forest revenue.

40. *Financial results.*—These are somewhat involved and appear to be really better than appears by the statistics given in paragraphs 311 and 312.

Taking the figures as they stand there was a gross income of Rs. 4,22,344, an expenditure of Rs. 2,89,984, and a net surplus of Rs. 1,32,360 This does not compare well with 1072 with figures as follows:—

| | Rs. |
|---|---|
| Receipts .. .. .. .. .. .. .. .. | 4,37,127 |
| Expenditure .. .. .. .. .. .. .. .. | 2,31,769 |
| Net surplus .. | 2,05,358 |

*Per contra*, however, there was under receipts an immense increase in timber at depots at the close of the year, viz., from 6,741 to 11,794 candies worth at least $1\frac{1}{2}$ lakhs; this is due to the department having undertaken the direct cutting and removal of timber, while the demand slackened by reason of stagnation in the Bombay trade and the delay in confirming the Nagercoil contract; moreover, purchases in former years from Bombay were largely paid in advance. The Public Works Department also owe Rs. 36,948 this year as against Rs. 29,016 in the previous year, and outstanding advances having been chiefly recovered in 1072 fell off in 1073. Hence the decline in income is nominal; the Conservator estimates that the gross income would have been Rs. $5\frac{1}{2}$ lakhs under ordinary circumstances. Similarly the increase in expenditure is due chiefly (*a*) to the cost of departmental cutting and transport of timber, (*b*) to the debiting of the charges for transport of the Public Works Department timber to the Forest Department instead of to the Public Works Department. The large salary increase is due to the full introduction of the reorganization.

Travancore forests pay very well but are only in their infancy as regards working, productiveness, and revenue: their potential value is immense.

41. *Cardamoms.*—Under the new system the cultivation of cardamoms is increasing with great rapidity and European planters are now entering on the business; this should develope production not merely in quantity, but in quality and price, a most desirable result, since Travancore cardamoms appear to sell at about half the rate of the Mysore article; it seems a matter of new seed and proper curing. During the year 319 new pattas were issued for 6,000 acres of forest land, and 6,000 acres more

have been applied for and are under survey ; in a few years cardamoms should be a source of large revenue even at the present rate of Rs. 6–4–0 per acre. The business is one which requires and will repay much care in fostering and management by the Sirkar and by planters alike ; it has the advantage of utilizing and not injuring the forests.

### Trade.

42. Excluding the transactions on account of Government and setting aside internal trade,—correct statistics for which are not available,—the value of the entire external trade of the country was Rs. 2,36,14,516 against Rs. 2,47,98,100 of last year. Of this figure Rs. 1,44,55,893 or 61·2 per cent. represented the value of exports, and Rs. 91,58,623 or 38·8 per cent., that of imports.

As usual the chief staples of the export trade were the various products of the cocoanut tree ; other chief articles were arecanuts, dry ginger, coffee, jaggery, timber, pepper, cardamom, rice, &c. ; coffee and tea declined by 21 and 2 per cent., respectively, as compared with last year. The chief imports were piece-goods, cotton, and thread, rice and paddy, and tobacco.

It is probably due to the climate and to peculiarities of dress that the total imports of piece-goods, cotton, and thread, only aggregated Rs. 18,86,057 in value (21 lakhs in 1072), though Travancore produces neither cotton nor wool, is wholly dependent for them on her imports, and has a population of over two and a half millions ; apparently 12 annas per head is a fair average ; some of the poor, even near civilization, still wear grass garments. It is curious that Travancore spent thirty-one lakhs on tobacco as against nineteen on clothing.

As usual, over 86 per cent. of the trade was with British India and about 10 per cent. with Ceylon. Direct imports from foreign countries represent 1·63 per cent. against 2·3 in 1072.

### Factories.

43. The rates of wages are not intelligible, as they cannot have altered since last year to the extent mentioned ; five and a quarter chuckrams (three annas) cannot be the lowest wages since children are employed, and nine chuckrams (five and a quarter annas) cannot be the highest wages where skilled male labour is employed ; possibly these are averages as in appendix 17.

### Public Works.

44. *General.*—The year showed a record in expenditure, viz., Rs. 23,68,667, of which Rs. 19,79,420 were spent by the Public Works Department and Rs. 3,89,247 by the Maramut Department ; the Public Works Department expended Rs. 3,22,780 more and the Maramut Department Rs. 81,850 less than in 1072. In paragraph 337 are mentioned the chief non-budgeted causes for part, perhaps two lakhs, of this excess ; the Kotayar project accounts for another one and a half lakhs. Moreover an item of Rs. 59,442 under "Miscellaneous" is not a true expenditure of the year at all, but is an amount, accumulated from previous years, written off the accounts. Every branch, however, of work shows an increase, but especially communications and irrigation.

45. *Establishment.*—This cost Rs. 2,17,859 or 12·91 per cent. of the total expenditure ; 13·37 if Rs. 59,442 under "Miscellaneous," alluded to above, is omitted (paragraphs 340 and 371). Allowing for much that is done by the Maramut Department, the Public Works Department has to carry out in Travancore many works, notably communications, educational, and sanitary works, which in British India are done by Local Fund and Municipal Engineers ; hence one among several reasons for a large staff. The ratio however to expenditure is low, while much high class work is being done.

46. *Communications.*—These absorbed Rs. 8,13,619 or about half (48·20 per cent.) of the whole cost of actual works exclusive of establishment, tools and plant ; of this, Rs. 4,90,429 were spent on original works and Rs. 3,23,190 on repairs, original works including complete restorations of existing roads as well as new roads and new bridges. Several original works were undertaken as famine-relief works on which the non-budgeted amount of Rs. 84,302 was spent. Altogether 2,007 miles of cart road, 879 miles of village road, and 152 miles of water-way were maintained by the Public



Works Department, while 404 miles of new roads have been traced. Paragraph 345 relates to criticism in last year's review on the comparative mileage and outlay in the several divisions.

Paragraph 352 shows several large reconstructions on very heavy estimates in hand, *e.g.*, on the important road from Kóttayam through Peermade to the Periyár and Madura, a lakh of rupees was spent out of an estimate for five and a half lakhs ; the main Southern road from Trivandrum by Nagercoil and Aramboly (54 miles) and thence to Tinnevelly—perhaps the heaviest worked road outside of Madras City—had Rs. 67,692 on an estimate of Rs. 1,63,850 ; on the High Range road from the west to Munar Rs. 25,938 were spent, chiefly in tracing the new bridle-path through 40 miles of dangerous terai : this last road is mentioned in some detail in paragraph 353. Repairs as well as construction are heavier than in the Madras Presidency, because the heavy rainfall demands first-class and permanent original work both in roadway and bridges, and thoroughly sufficient, continuous, maintenance.

47. *Bridges.*—Owing to the character of the country with its heavy rainfall and numerous rivers, streams, channels and drainages, bridges are a heavy item in road construction, and in many cases roads are, or would be, almost useless without bridge-work of almost greater cost than the roads. With some exceptions *permanent* bridge-work, especially over main streams, was absent from Travancore communications till of late years ; large rivers except in places were and are unbridged ; small streams were crossed by wooden platform bridges which rapidly rot. Rupees 1,04,082 were consequently spent in 1073 on bridges, besides a smaller sum on petty bridges and culverts. Paragraph 356 shows some of the more important permanent bridges now in hand ; the smaller ones actually repaired in 1073 are numbered by scores. Much, however, remains to be done and much to be restored.

48. *Canals.*—Only 152 miles of waterway are maintained at a cost, in 1073, of Rs. 34,242, a sum much in excess of the usual allotment. This mileage is a mere trifle out of the actual waterways, for most of which, however, little or no maintenance is required for ordinary traffic, especially in the Northern division, where, as in Shertallay, the country has vast areas of backwater, [illegible] where, as in Changanacherry over large reclaimed areas, there can be no roads b[illegible]nly rivers and canals, so that travellers, even children, paddle rather than wal[illegible] The waterways of Travancore, especially from the centre to the north, are highly [illegible]fied and already excellent for all classes of country traffic ; they might, on ma[illegible]nes, be developed into splendid trade routes. The cost of travel and transport o[illegible]avancore waters is, perhaps, one-fourth of ordinary cart charges, while transit is [illegible]e as speedy and far less risky for goods and far more comfortable for passengers.

49. *Condition of the roads.*—Paragraph 344 gives the Chief Engineer's opinion as to the improved condition of the roads. Having acted as Resident early in 1897 and returned at the end of 1898, I can endorse this opinion for hundreds of miles of the chief roads, such as the main Central road, the main Southern, the Kóttayam to Kumili road, &c. The main Southern is, over the 40 miles now repaired, like a highway in England, and where I was compelled by the condition of the road in 1897, to leave my carriage and walk, it is now pleasant, but for the traffic, to drive at speed ; I have travelled expeditiously, even through heavy rain, over very many miles on other roads which I was warned in 1897 to avoid because of the bad surface or rotten bridges. Much, however, remains to be done both in re-metalling and bridging, for which time is required.

50. *Buildings.*—These are necessarily extremely numerous ; a rough list, excluding all palaces, temples, &c., which are under the Maramut department, shows 814 public buildings, many very large and costly. But experience shows that many have yet to be built, since courts and cutcherries are antiquated, hospitals unbuilt, police stations, schools, proverthi cutcherries, &c., wanting ; a rough list of immediate requirements contains more than 100 items ; the medical section mentions about thirteen hospitals already sanctioned ; school buildings of a good class are much required in many places, though many have been built or sanctioned. Hence the allotment for buildings is heavy ; the mere repairs on buildings worth at least 50 lakhs—35 lakhs have been spent in additions and repairs since 1040—cost Rs. 1,05,584 or, say, 2 per cent. on the above low value ; this is not high for a south-west monsoon area. New

constructions cost Rs. 2,74,785, fifty-six of the chief items being shown in paragraph 362 which well depicts the needs now being supplied in the way of cutcherries, schools, hospitals, &c.

51. *Irrigation Works.*—The outlay on these was Rs. 3,68,490 or Rs. 98,137 in excess of 1072. Of this sum new constructions absorbed Rs. 3,28,796 as against Rs. 1,66,980, while repairs fell to Rs. 39,694 from Rs. 1,03,373. This is due to the Kotayar project, on which Rs. 3,12,561 were spent as against Rs. 1,52,614 in 1072. The large expenditure on this work, chargeable properly to capital, has, with unforeseen items, temporarily upset the equilibrium between State income and expenditure.

Progress on this promising work is mentioned somewhat fully in paragraph 366; the revised estimate for the fully developed project is now under consideration by the Darbar and revenue investigation is proceeding. Next year's report will doubtless contain the decision which is awaited with great anxiety by lakhs of people in the South, whose dry lands (undulating red soil) and precariously fed wet lands, situated in a tract comparatively rainless, would be rendered invaluable by a successful and complete scheme. It is the irrigation of the large areas of dry land which is the most interesting portion of the scheme and that which promises the most profit to people and to Sirkar.

52. *Reclamation.*—There is no entry under this head, though the shallow backwaters lend themselves to reclamation over very large areas.

53. *Miscellaneous.*—The items under this head aggregate Rs. 1,25,363 as against Rs. 52,044 in 1072. Two items are noteworthy: (*a*) Rs. 59,442 is not a true expenditure, at all events of the year, but is simply a sum written off the accounts; of this Rs. 52,168 represents "the deficiency *of several years* on account of wastage on working timber" in the Public Works Workshops, while Rs. 7,274 is an outstanding under the head of "Advances" for salaries paid to the old temporary establishment abolished under the reorganization of 1071.

Item (*b*) is a sum of Rs. 34,036, being part payment (about half) of the cost of an installation of oil-gas works (paragraph 337). The total cost of this installation is Rs. 78,866, but the plant is large enough to enable further development by merely extending the pipe-line and to work a large gas-engine in the shops where a new engine is necessary.

54. *Tools and Plant.*—The steam road-rollers appear to save their cost in giving a hard uniform surface to the newly metalled roads.

55. *Rules.*—Paragraph 377 recites the purport of several obviously useful rules regarding estimates.

56. *Maramut Department.*—This calls for no special remark in this review except that its expenditure was kept down because of the high expenditure in the Chief Engineer's department.

### Anchal or Post Office.

57. There were at the close of the year 95 anchal offices and 127 letter boxes, as against 85 and 126 at its commencement. The introduction of village anchal offices, of which seven were opened during the year, is a new feature; they are to serve as feeders to the main offices and are placed under the charge of the village schoolmaster who then draws an extra allowance.

The anchal includes a transit service for passengers and parcels by backwater from Trichur (Cochin) to Trivandrum. Quinine and chlorodyne are also sold at all offices. Covers, both official and private, increased by about $2\frac{1}{4}$ lakhs or 10 per cent. Cash receipts were Rs. 57,117 and charges, including the transit, Rs. 75,352, but all official covers and parcels are sent by anchal which thus yields a large profit. The transit service is worked at a loss since private companies run their boats at lower fares; the Sirkar fares have, therefore, been lowered; it is not clear why the Sirkar should continue this service since private agency can successfully deal with the trade.

### Salt.

58. During the year 115,709 maunds of salt were manufactured at the local pans against 103,300 in 1072. Including the balance of previous stock there were



430,161 maunds of Home salt for sale at the bank-shalls, of which 259,950 were sold during the year, leaving a balance of only 170,211 maunds in stock.

Four hundred and twenty-two thousand maunds of Bombay salt were contracted for and 371,722 were delivered; adding salt in hand, 527,967 maunds were available for sale, of which 385,404 were sold, leaving a closing balance of 142,563 maunds; hence at the close of the year there were in hand of Home and Bombay salt 312,774 maunds, or about half a year's consumption, as against a previous average closing stock of about 570,000 maunds, or nearly one year's consumption; this balance seems too low.

The noticeable feature is the decline in 1072 and 1073 of the *outturn* of Home salt which accounts for this short stock. The steady continuous increase in *sales* of this salt from 142,059 maunds in 1068 to 265,598 in 1072 and 259,950 in 1073 negatives the idea that Bombay salt is generally preferred; as home-made salt became available so the Bombay sales declined, viz., from 464,521 maunds in 1068 to 354,489 in 1072. But while in the four years, 1068 to 1071, the outturn of Home salt averaged 251,095 maunds, with a maximum in 1070 of 314,413 maunds, the output in 1072 and 1073 fell suddenly to 103,300 and 115,709, respectively. In 1072 the bad yield was attributed to bad season; in 1073 the season is reported (paragraph 399) to have been favourable; hence the short output must be due to other causes and is very regrettable for several reasons. Opinion in the south of Travancore and at the pans is strongly in favour of a development of the home manufacture, and of a change to the excise system as in British India; the Tamarakulam pans are capable, it is said, if developed, of supplying the whole of Travancore, and other pans, such as the formerly existing ones at Colachel, are available. The development of the home manufacture would not only yield profit to salt ryots, to internal trade, and to the Sirkar, but would render possible the fish-curing industry, a matter of great importance economically in largely increasing the food-supply, hygienically in improving the present supply of dried fish which, having scarcely seen salt, frequently renders noisome the roads, backwaters and bazaars.

59. *Charges and net Revenue.*—The gross receipts from salt during the year amounted to Rs. 19,76,789 against Rs. 18,99,618 in 1072. The charges were Rupees 3,55,591 against Rs. 3,43,612, and the net revenue Rs. 16,21,198 against Rupees 15,56,006. The consumption of salt per annum was 20·2 lb. per head against 19·4 in 1072.

### Stamps.

60. There was a slight increase in the gross revenue, Rs. 3,57,484, and a slight fall in the net revenue, Rs. 3,23,037, owing to large purchases of special paper and of a perforating machine.

### Excise.

61. Tobacco showed a slight recovery from last year, viz., Rs. 10,02,567 against Rs. 9,75,216; it is still below the average of the previous four years, viz., Rupees 10,23,863, but above that of the five years, 1063 to 1067, viz., Rs. 9,32,718. Probably the recent fall is due to the changes in duty in 1071.

62. *Abkári.*—Abkári collections increased from Rs. 5,74,743 in 1072 to Rupees 6,11,624 in 1073. Part of this increase is due to the results of the tentative change to the excise system for arrack in the Trivandrum taluk; this will doubtless be shortly extended to the whole State if the experiment is a success in deriving increased revenue from diminished consumption. It would be well if the present consumption, at least of arrack, throughout the State, could be stated with some accuracy; no statistics are given in the report regarding the number of arrack and toddy shops in the State, the quantity and price of liquor consumed, the area and population per shop, &c., though such facts are, by the nature of the subject, far more important than mere revenue figures.

### Customs.

63. Customs remained almost the same at Rs. 6,27,732, of which 97 per cent. was derived from export duties.

## Vital Statistics.

64. *Sanitary Statistics—General.*—These are very imperfect. Births, as recorded, have steadily fallen from 23·3 per mille in 1071 to 15·3 in 1073; deaths from 19·5 to 15·7. The statistics of the Madras Presidency, however imperfect, show 28·7 and 25·4 per mille, respectively; at the Madras Presidency rate, births in Travancore instead of being 40,000 should be 72,000, and so on. Four taluks show death-rates between 10 and 6, and 21 between 20 and 10 per mille; while the towns of Nagercoil and Trivandrum show birth-rates of about 60 and 40 per mille and death-rates of about 41, the towns of Quilon and Alleppey show births as 12 and 16 and deaths as 18 and 25 per mille, respectively. Infantile deaths are recorded as only 31·6 per mille, those of the Madras Presidency being 169; one taluk shows only 6·9 per mille, and Nagercoil—by no means a very healthy town—only 8·95. The State labours under village disadvantages in the collection of vital statistics, but at present the accuracy of its statistics is on the decline. The remark in paragraph 459 as to suicides is erroneous; male suicides are three times as numerous as those of females—see Appendix 14, &c.

65. *Vaccination.*—The statistics show very numerous cases, far surpassing those of the Madras Presidency in their ratio to population, viz., 6 per cent., as against 3·6 per cent. The total number was 151,895; deducting 6,062 re-vaccinations, the primary cases were 145,833 or more than $3\frac{1}{2}$ times the recorded births. These extraordinary results suggest the need for very careful verification; in the Madras Presidency 52 per cent. are verified by responsible officers, who, again, are checked by their own superiors and by the numerous revenue officers for whom village copies of the vaccinators' lists are kept; in Travancore only 24 per cent. were verified, and one officer only verified 12 per cent. Experience shows that without full verification returns are too often fudged when merit is gauged largely by figures.

The percentage of successful cases was only 86·36 in primary cases against 92 in the Madras Presidency; this poor result is probably due to ineffective glycerine paste. About 42,000 cases were from arm lymph since glycerine paste was bad or irregularly supplied; proper supply is merely a question of arranging a good system of despatching and receiving tubes; with numerous anchal offices this is easy.

## Sanitation and Conservancy.

66. Full precautions were taken against plague: this, and the usual developments, caused a considerable increase in the charges, viz., Rs. 12,534, or nearly 30 per cent. The Town Improvement Committees were five in number as in 1072, and the Darbar records its approval of their work; the attendance at meetings, however, seems to be capable of improvement. It is very regrettable that no progress was made in Trivandrum in the very important attempt to establish private scavenging.

All funds were met from the Sirkar Treasury both in town and country; the total expenditure was Rs. 1,08,696.

## Medical Relief.

67. *Institutions and Staff.*—Brigade-Surgeon Lieutenant-Colonel Esmonde White quitted Travancore soon after the close of the year, and the Darbar has placed on record its appreciation of his excellent services as Darbar Physician and head of the Medical department for ten years.

There were 77 medical officers in the department of all grades from Surgeon to Hospital Assistant, besides the usual subordinate staff; these served in 22 hospitals and 19 dispensaries, exclusive of special institutions, such as the Leper and Lunatic Asylums, &c.: there were also 42 aided vaidiasálas (native dispensaries) and six other grant-in-aid institutions; altogether there were 100 institutions. The Neyoor hospital, however, is counted and aided as only one institution, whereas it is merely the head-quarters of a medical mission, with 14 other scattered hospitals or dispensaries not included, except Nedungolam, in the above, and relieving 60,000 patients per annum, of whom 4,225 were, in 1897–98, visited at their own houses.

68. *Patients treated.*—The total of persons treated was 522,504, of whom 372,191 were in the Sirkar institutions, in which patients showed an increase of nearly 12 per cent., and surgical cases of 23 per cent.: the total charges increased by about 10 per cent. and amounted to Rs. 2,53,687.



69. *Midwives.*—The work of the 24 midwives was more than usually miserable, their *total* being only 360 cases: this has been adverted to in successive reviews; there must be some reason for these poor results especially amidst so large a Christian population. In one place no cases were treated; in others from two to eight.

70. *Cost of Patients.*—The cost of medical treatment in the Sirkar institutions was As. 10–8 per patient: this is obtained by dividing the total cost of the department—including the pay of the Darbar Physician and other charges of general supervision, but excluding building charges—by the number of patients. The cost of medicine was about $9\frac{1}{2}$ pies per patient but only $7\frac{1}{2}$ on excluding the two Maternity hospitals at Quilon and Trivandrum, where the cost of medicines must have been very heavy. Dieting cost about As. 2–6 per diet. Grant-in-aid patients at dispensaries on European methods cost the Sirkar only about one anna per patient.

71. *Lunatic and Leper Asylums.*—The Lunatic Asylum did its usual work. The Leper Asylum statistics are a curious commentary on the leper segregation question; the asylum is an excellent one, splendidly situated and well cared for, but out of 269 inmates (97 at the beginning of the year and 172 admissions) 123 were discharged for misconduct or absconded; the figures are unfortunately not separated. The employments of the patients, other than amusements, are not stated.

72. *Finance.*—The expenditure on the Medical department was Rs. 2,53,687, of which 48·5 per cent. was for salaries—increased from last year by additional hands (7 Apothecaries, 3 Hospital Assistants, 14 Compounders, &c.) and increments fallen due—16·7 on medicines and instruments, 18·7 per cent. on dieting, and 15·7 per cent. on bedding, clothing, batta, &c. The continued expansion of expenditure is, as shown above, more than met by the large increase in patients. Efforts are being made to substitute bazaar medicines for similar drugs procured from England; this, if feasible, is desirable. As in 1072 the expenditure given in the text (paragraph 512) differs considerably from that entered in the financial statement [paragraph 443 (22)].

The questions of limiting *direct* medical expenditure especially on the rapidly increasing item of salaries, of payment for medicines by those who can afford it, and of receiving paying in-patients, are under correspondence.

73. *Grants-in-aid.*—The vaidiasálas are dispensaries of a private character worked by vaidyans who have received a special training at the Hindu School of Medicine at Trivandrum; they treated 62,050 patients in 42 dispensaries, at a cost to the State of Rs. 10,010, or As. 2–7 per head. These medical men are required, as a preliminary to receipt of State aid, either to have passed the highest examination in the above medical school, or to have satisfied a competent board of their knowledge of the system of native medicine as propounded in Ashtángahridaya. It is hoped that they possess a competent knowledge of anatomy and surgery; it is in these matters that native practitioners are so often defective.

There were six institutions worked under European methods which received regular grants-in-aid and treated 686 in-patients and 69,174 out-patients at a cost to the State of only Rs. 4,633 or just over one anna per head; three of these were in planting areas. Special grants were also made to four other institutions. It may be suggested that since the difference in the cost of patients to the State in Sirkar (As. 10–8) and aided (Anna 1) institutions is so great, the grant-in-aid system might be more relied on for further extensions of relief. The maximum grant is Rupees 1,200 per annum for which is required a *minimum* of 18,000 patients per annum and no further grant can be earned.

74. *Medical School.*—A medical school at Trivandrum for the training of Hospital Assistants for State and private practice was determined on during the year and established at the beginning of the current year. It is an experiment which will require careful watching and testing. In view of the obviously increasing demand for European modes of treatment and the growing cost of the State department, the encouragement of sound private enterprise is very desirable, but there must be no doubt as to the soundness.

75. *Buildings.*—The rapid increase in institutions necessitates, as in other Travancore departments, a large expenditure in buildings, both on new constructions and for repairs. It may be suggested for consideration whether some, at least, of the

new buildings should not be on the separate cottage system—as in a cheap but effective way at Kulasegaram—in order to give caste patients the benefits of hospital treatment as well as for obvious reasons of hygiene and comfort to patients; this would also admit of receiving paying in-patients; I have seen frequently the need for such wards. The Darbar Physician states in his report that the buildings are "in a very defective state throughout the State." I notice that for thirteen institutions complete buildings have been sanctioned, seven of them in 1894; out of these nine have not yet been put in hand; the rest were under construction. As in other departments, business has in many cases increased faster than accommodation.

## Instruction.

76. *General Statistics.*—Schools and scholars increased from 3,274 and 160,368 to 3,371 and 165,489, or by about 3 per cent. During the past five years the increase has been 26·8 and 39 per cent., respectively, from the figures of 1069. In round figures one-fourth of the pupils are at Sirkar schools, one-fourth at aided, and one-half at unaided schools; numerous schools were transferred during the year from unaided to aided.

77. *Number of pupils under instruction in proportion to population.*—Boys rose from 123,716 to 127,056 or by 2·7 per cent.; girls from 36,652 to 38,433 or by 4·9 per cent.; 41 per cent. of all boys and 13 per cent. of girls of school-going age (taken apparently at 23½ per cent. of the total population and not at the ratio accepted in Madras) were at school, the ratio having risen in five years from 30 and 8 per cent., respectively; nearly one-fourth of all pupils are girls. It is interesting to note that some of the Malayáli Brahmans, both boys and girls, are pupils; also that the backward classes show an advance.

78. *Finance.*—The gross expenditure, as entered in paragraph 536, was Rupees 3,98,115, the income, chiefly from school-fees, Rs. 80,761, and the net cost to Government, Rs. 3,17,354. From the column for "Cost per pupil" it will be seen that each pupil in aided schools cost the Sirkar more than in Sirkar schools in English primary and Vernacular middle, and slightly less in the Vernacular primary schools; English middle and high schools for boys cost the Sirkar about the same per pupil. The figures in this column and some in other columns disagree materially with those in the text—paragraphs 542 to 587—being calculated on different principles, which is confusing; the cost per college pupil is wrong and should be Rs. 191.

79. *Institutions by Standards.*—Government colleges increased by one, the Maharaja's High school for girls having become a second-grade college. There is nothing special to remark on collegiate education. English high and middle schools showed an increase in pupils, but the attendance in aided schools was unsatisfactory: there were no less than six English High schools unaided. The two English Primary schools nearly (one wholly) paid their expenses, while the aided schools cost the Sirkar Rs. 3–15–3 per pupil.

The Vernacular schools had nearly 93 per cent. of all pupils and increased in number and strength: of these schools, 388 with 37,602 pupils were Sirkar, 752 with 39,478 pupils were aided, and 2,120 with 76,374 pupils were unaided schools. Aided schools increased largely owing to the development of the grant-in-aid system. Three of the above were high schools (one for girls), 79 middle, of which 32 were for girls, and 3,178 primary. The results of examination and attendance in the Sirkar high and middle schools were not particularly satisfactory; the aided Middle schools did better, especially the Nagercoil Girls' Boarding school. Primary schools increased in number and strength; the attendance was bad in the Sirkar schools but somewhat better in the aided schools.

80. *Attendance.*—Perhaps the most noticeable feature, apart from the steady increase in pupils, is their bad attendance. In Sirkar Vernacular primary schools, it was 70 per cent., with especially bad returns in the Southern range; in aided primary, it was better, viz., 79. In Vernacular middle schools it was about 75 per cent. for boys but only 62 for girls (Sirkar): in Vernacular high schools, attendance was about 80 per cent. except in the Trivandrum girls' school, where it was 68·5. In Sirkar English middle schools it was 86, in aided 83·6; in Sirkar English high schools 80 to 87 per cent., and in aided schools apparently below 80 per cent. except



in the convent girls' school where it was 87·3. To those accustomed to read of German schools with a percentage of attendance of over 99 per cent., sickness alone being an excuse, punctuality and regularity the almost invariable rule, these frequent and too often causeless absences are astonishing. An insistence on better attendance would go far to inculcate the very needful habit of general punctuality.

81. *Training Schools.*—There were three of these essentials to education—one English, one Vernacular for men, started only in the year under review, and another for females. The English school trains for high, middle and primary school certificates; of the vernaculars, that for males trains only for the vernacular lower-grade certificate, that for females for both higher and lower. The English school only passed completely 16 out of 31; the vernacular for males 21 out of 29; in the female normal school three passed the higher and three the lower certificate examination. There were also four aided training schools—two for females and two for males; these were chiefly, if not entirely, for Christians. The Holy Angels Convent school was fairly successful; so also the Mission Cambridge Nicholson Institution at Kottayam.

In this connection the table in paragraph 535—qualifications of teachers—is instructive; omitting colleges and training schools, the results are as follows:—

| Classes of Institutions. | All schools together. | | | Vernacular Primary schools. | | | — |
|---|---|---|---|---|---|---|---|
| | Trained teachers. | Untrained teachers. | Percentage of trained teachers. | Trained teachers. | Untrained teachers. | Percentage of trained teachers. | |
| Sirkar .. .. | 165 | 1,377 | 10·7 | 23 | 779 | 2·9 | Percentages approximate. |
| Private, aided .. | 103 | 1,487 | 6·5 | 60 | 1,276 | 4·5 | |
| Private, unaided .. | 16 | 2,675 | 0·6 | 5 | 2,545 | 0·2 | |
| Total .. | 284 | 5,539 | 4·9 | 88 | 4,600 | 1·9 | |

In other words, about one in twenty of all teachers in all schools together were trained, but in Vernacular primary schools, where perhaps nine-tenths of the scholars get the whole of their education, less than one in 50 is trained. Sirkar schools show best in "all schools together," but in Vernacular primary schools they are considerably behind the aided schools; the number in the unaided schools is a negligible quantity. Of course, a large number of the primary private schools are for the backward classes, an argument indeed for specially trained teachers, since the one object of the education of such classes is to develop their intelligence. It is also true that, especially in Sirkar schools, some teachers have "a general education test" which, however, may be and often is of the smallest description; in Sirkar schools two-thirds of the untrained teachers, in aided schools one-third, and in unaided schools one-sixteenth have this small and vague qualification.

These figures coupled with those showing the school strength (paragraph 77 *supra*) disclose the chief anomaly of Travancore education; viz., so great an effective demand for education that there are, in proportion, more than twice as many boys and four times as many girls at school as in the Madras Presidency, and yet no effective supply of *trained* teachers; it is only in the year under review that the Normal school for the Vernacular school teachers has been started, while at the present rate of, say, 25 trained per annum, but trained for a period of *one year* only, it will take above 30 years to supply even the existing Sirkar Vernacular primary schools. The State has the funds and a strong department; if it has the will it can give to its children an education equal to that of any country in the world. But for *that* its teachers must be taught; the requisites are many more at training schools with, at least, three years of training (in Germany it is, even for village school teachers, from a minimum of three to a maximum of seven years upon a sound substratum of education at least equal to the upper secondary standard), assured and decent prospects, and, both by rule and practice, obligatory preference for promotion or increased grants, in the case of trained teachers. There are obvious economies as well as sources of income, from which educational expenditure, not at all too high at

present, may be met. In the development of the *quality* of education, the new educational boards described in paragraph 675 of the report for 1072, and now 31 in number, may be of the highest value.

There are no sessional schools as in the Madras Presidency.

82. *Buildings.*—School accommodation is improving; some good Sirkar buildings are being or have been built, and aided schools are improving in building and furniture. Frequently, however, the chief improvement, viz., the provision of properly directed and sufficient light, is not found.

83. *Agricultural Demonstration Farm.*—The "Agricultural Demonstration Farm" is an isolated institution, and being so, its utility is doubtful. Eleven young men are trained there as agricultural teachers, and nine primary schools have now been "converted into Agricultural schools;" this probably means that agricultural teaching is given therein. But the training, agricultural or general, of the teachers can hardly have been very effective, and I have not heard of agricultural school plots or of other necessaries. In fact, if serious agricultural work is to be done, there must be a system and an organization which do not exist.

84. *Industrial Schools.*—The Sirkar industrial school continues to teach drawing and designing, and some apprentices get scholarships for working in metal, wood, pottery, &c. The stock of manufactures appears to be accumulating; manufactures in 1072 were valued at Rs. 6,314 and sales at Rs. 5,730, the closing balance of manufactured goods being Rs. 6,879; in 1073, the manufactures were Rs. 7,894 and sales only Rs. 4,972, leaving a further balance of Rs. 2,922 or Rs. 9,801 in hand. This is not promising. The net cost to Government was Rs. 8,178 or—by paragraph 536—Rs. 12,498. This also is an isolated school unconnected with any organization or system. To be of use it must be capable of creating or of supplying a demand whether for its arts, its industries, its products or its men.

85. *Sanskrit College.*—The Sanskrit College, Trivandrum, had 210 students; all candidates for the two grades of examination passed. The cost to Government was Rs. 9,332.

86. *The Reformatory School.*—This school increased in strength, and had 24 inmates at the close of the year, occupied in study, in gardening—only in $\frac{1}{8}$ of an acre—and in the making up of quinine packets and office covers. The reward system has now been introduced and should prove useful. It might be well to introduce industries such as would enable boys, on leaving school, to take up honest remunerative work by which they could live.

87. *Registration of Books.*—Literary activity as measured by the output of books or pamphlets was quite inconsiderable, notwithstanding the scholastic activity of the people in general, and the consequent field—if not demand—for interesting and stimulating literature in the Vernaculars or in English. Possibly the State might find a method, whether by grants of honors or premia or otherwise, of stimulating literary inertia; with myriads of readers, good literature should find a profitable market. None or only one of the nine publications was of much general interest or usefulness.

88. *Museum and Public gardens.*—The cost of this institution rose to Rs. 34,384, but it is becoming a very attractive feature of Trivandrum and a place of much resort. The report does not state whether the gardens are being utilized for experimental purposes of an industrial character, such as experiments on the suitability of the plains of South Travancore for valuable exotics such as mahogany and other timbers, drugs, &c. Forest experiments as suggested above might be greatly supplemented if the gardens were experimental and distributive as in Ceylon.

89. *Financial.*—The total outlay on "Education, Science and Art" as entered in the financial abstract, paragraph 444, was Rs. 4,86,487 as against Rs. 4,14,200 in 1072: deducting receipts from school fees, sales of manufactures, &c., of Rs. 92,747 as against Rs. 94,210 in 1072, the net cost to Government was Rs. 3,93,740 as against Rs. 3,19,990, an excess of Rs. 73,750. But the expenditure for education alone, as tabulated in paragraph 536, was Rs. 3,98,115, of which Rs. 80,761 were recovered as fees, &c., leaving a net cost to Government of Rs. 3,17,354 or Rs. 49,202 in excess of the net cost in 1072, the figures for which were Rs. 3,44,371, Rs. 76,588 and Rs. 2,68,152, respectively.



The educational excess of Rs. 49,202 is chiefly due to increased grants-in-aid which, according to paragraph 536, cost Government about Rs. 33,121 in excess of those for 1072; the remaining excess of Rs. 16,081 is accounted for by the increased number and cost of the Sirkar schools less a large reduction in the cost of the college.

### Miscellaneous.

90. *Mint, &c.*—No special remarks are called for as regards the Mint and Elephant Department. The Government Press was re-organized and improved, and while it cost Rs. 5,978 more than in 1072, gross returns were Rs. 11,274 higher, leaving a much larger net profit.

91. *Stationery.*—"Stationery" shows a financial increase due to larger purchases [paragraph 444 (28)]. The table in paragraph 627 is constructed to show the values actually debitable to 1072, 1073 and 1074, respectively, and does not represent actual treasury disbursements which, as shown in paragraph 444 (28), are widely different and might lead to mistaken inferences. The actual amount in excess in 1073 over 1072 was only Rs. 15,726 against which must be set off the large increase in stock—Rs. 52,819 as against Rs. 28,795 at the beginning of the year—to be carried over to 1074. Hence the stationery expenditure of 1073 was actually less than that of 1072 by Rs. 8,207.

92. *State Life Assurance.*—A very interesting addition to the State Departments is that of a Life Assurance Agency for Sirkar officials receiving Rs. 10 and upwards as salary. It is largely based on the Mysore exemplar, and should work well and beneficially. The word "bonus" in sub-para. 6 means the gross amount payable at maturity of the claim, and not "bonus" in the ordinary life assurance meaning. The work done during the year was trifling, but the year was the first of the scheme.

### Financial.

93. *General.*—Debt heads—a very small amount—excluded, the revenue for the year was Rs. 89,20,565, the expenditure Rs. 94,80,173 and the deficit Rs. 5,59,608 or, debts heads included, Rs. 5,61,243.

The following table compares actuals for 1073 with those for 1072, with the original budget, and with the revised budget:—

| — | Actuals, 1072. | Actuals, 1073. | Budget, 1073. | Revised budget, 1073. | Difference, columns 2 and 3. | Difference, columns 3 and 4. | Difference, columns 3 and 5. |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Receipts .. .. .. | 88,28,223 | 89,20,565 | 85,73,328 | 88,58,403 | + 92,342 | + 3,47,237 | + 62,162 |
| Expenditure .. .. | 88,89,502 | 94,80,173 | 87,70,678 | 88,36,949 | + 5,90,671 | + 7,09,495 | + 6,43,224 |
| Deficit or Surplus .. | — 61,279 | — 5,59,608 | — 1,97,350 | + 21,454 | .. | .. | .. |

The following observations occur: (*a*) the actual receipts of 1073 exceed those of 1072 by nearly 1 lakh; this resulted chiefly from a rise in salt (·77), abkári (·37), tobacco (·27), cardamoms (·26), registration (·23), law and justice (·68), against falls in land revenue (1·31), forest (·14), interest (·13), miscellaneous (·24). While the rises represent probably permanent rises by reason of larger consumption, production and business, the falls are due to temporary causes; in land revenue, it is not a fall in revenue proper, but chiefly in sales of land or sales and redemptions of Viruthi (service inam) lands.

(*b*) The budget for 1073 was, as described in the review for 1071, too cautious in estimating receipts, being 3·47 lakhs below actuals, chiefly in land revenue (1·28), salt (·63), abkári (·42), registration (·29), &c.

(*c*) In expenditure the actuals exceeded those of 1072 by 5·9 lakhs, the budget by 7·09, the revised budget by 6·4 lakhs, and the receipts by 5·6 lakhs. It is not understood why there should have been so great a discrepancy between the *revised* budget and the actuals; that budget is dated 5th March 1898, by which time the unforeseen charges for famine, His Excellency's visit, and His Highness's visit to Madras, had all been met and should, therefore, have been known, while the Chief Engineer's budget for that year should have been at least known, if not criticised and passed, by the time that half the year had elapsed, whereas the budget allotment was still entered in the revised budget as 16 lakhs though the works budget was actually 20·65.

(*d*) The causes for the excess are (1) the non-budgeted items, viz., famine, His Excellency's visit, His Highness's return visit, and the gas-works; (2) budgeted items chiefly Devaswoms (·38), Oottupurahs (·21), general administration (·14), salt (·11), stamps (·17), forest (·58), law and justice (·14), jails (·12), education (·72), sanitation, &c. (·09), troops (·10), elephants and horses (·18), public works, exclusive of non-budgeted items (1·09), stationery and printing (·98), miscellaneous (·49), against which there are but few important set-offs, viz., cardamoms (—0·8), medical (—0·29). These increases are the increases over corresponding items in 1072; the same items generally show increases over the budget allotments though not usually to the same extent. In other words not only were there (*a*) heavy unforeseen items, aggregating above 3 lakhs, but also (*b*) nearly every department showed an increase, which though not fully gauged, was expected, as indicated in the budget for 1073 and in the review thereon; it will be seen by the table above that a deficit of 1·97 lakhs was actually estimated in the budget; see also paragraph 85 of the review for 1071. The heaviest item, of course, was in public works, which showed an increase over the budget in the Chief Engineer's Department of 4·15 lakhs; most of the unforeseen items (about 2 lakhs) fell on this department, but with the Kotayar project (3·12) the complete restoration of the great Southern road (·67), the Kóttayam-Kumili road (·99), the High Range road (·26), and the writing off of wastage properly debitable to previous years (·59), added to the ordinary charges, it is obvious that excess expenditure was a foregone conclusion, and 16 lakhs a grant insufficient for the particular expenses of that year. The other departmental increases have been fully explained in the sectional reviews, some, such as stationery and stamps, being mere matters of account, others actual rises.

(*e*) As the result, the opening balance of Rs. 97,02,154 fell by 5·6 lakhs, viz., to Rs. 91,40,911; this forms the opening balance for 1074. Of this, 68 lakhs are in Government paper now at or above par (not "far below" as at the close of 1073), 18·73 in cash at treasuries, 3·35 in goods, and 1·28 in fixed deposit. "Goods" seem *much* undervalued, even taking merely goods intended for direct and immediate sale; *e.g.*, 1,70,211 maunds of home made salt, 1,42,563 maunds of Bombay salt, timber waiting sale at the depots worth at least 1½ lakhs, cardamoms, stamps, paddy, &c., altogether apart from stocks of goods and materials paid for in the year but intended for expenditure in 1074, from cash balances and advances with the Public Works Department [item "miscellaneous" in budget statement, charges, 27 (*f*)], and irrespective of Public Works, Medical and other stores.

### Revised Estimate for 1074.

94. *Receipts.*—Receipts are estimated at Rs. 89,27,173 as against Rs. 87,50,703 in the budget. This increase of 1·76 lakhs results chiefly from the marginally-noted changes. The opening balance was Rs. 91,40,911.

| | |
|---|---|
| Land Revenue | — ·30 |
| Salt | + ·49 |
| Stamps | — ·06 |
| Abkári | — ·32 |
| Customs | + ·56 |
| Tobacco | + ·11 |
| Cardamoms | + ·33 |
| Forest | — ·18 |
| Registration | + ·09 |
| Devaswoms | + ·08 |
| Law and Justice | + ·56 |
| Education | + ·08 |
| Public Works | + ·26 |

It seems possible that land revenue, owing to the present rapid disposal of puthuvals in the Kóttayam division, registration, and forests with the large supply of timber at the depots, may give somewhat better results than are anticipated.



95. *Charges.*—Charges are estimated at Rs. 89,27,652 as against a budget estimate of Rs. 86,55,449, being an increase of Rs. 2,72,203; this results mainly from the charges noticed at side. From the remarks in the budget for 1075 it is gathered that in several cases the actuals of 1073 are the base of the revised figures, *e.g.*, survey and settlement which were much over-estimated, forests and education; in salt the excess is due to larger purchases necessitated by short stock at the end of 1073 and the higher prices of Bombay salt due to the plague; public works are brought up to 19·5 lakhs, of which 16 are for the Chief Engineer's department. The excess in education is based on the actuals for 1073 *plus* an allowance for salary increments, grants, &c.; that in medical is due partly to possible expenditure on plague-measures, partly to increased establishments, partly to larger hospital charges. Under stationery the increase of Rs. 50,000 is merely nominal; it is payment at the end of 1074 for the supply of stationery for 1075.

| | |
|---|---|
| Survey and Settlement | — ·45 |
| Salt | + ·57 |
| Cardamoms | + ·08 |
| Forests | + ·40 |
| Law and Justice | + ·15 |
| Jails | + ·12 |
| Police | — ·06 |
| Education | + ·25 |
| Medical | + ·40 |
| Public Works | + ·50 |
| Stationery | + ·52 |
| Murajapam festival | + ·20 |

The total receipts being Rs. 89,27,173 and charges Rs. 89,27,652, the year is expected to close with the trifling deficit of Rs. 479; in other words, receipts and charges are expected to balance, and if charges are kept down to estimates, there will probably be a surplus. The closing balance, including debt heads, would be Rupees 91,35,645.

It is not however clear how the public works charges can be kept down to 16 lakhs in the Chief Engineer's Department; in 1072 the actuals were 18·24, and in 1073, 19·79 lakhs against budgets of 16 lakhs; deducting 2 lakhs odd for unforeseen charges in 1073, it seems that from 17 to 18 lakhs is nearer the mark than 16, since the same heavy special items run on into 1074 as in 1073, viz., the Kotayar, probably 3·5 lakhs, the completion of the great Southern road restoration (1 lakh), the Kóttayam-Kumili and High range roads, and the remaining half charges for the gas-works. Hence it seems doubtful whether 16 lakhs will suffice. Unless, then, receipts show an increase, the Darbar will have to face another deficit at the end of 1074.

### Budget Estimate for 1075.

96. *General.*—The opening balance is expected to be Rs. 91,35,645, the receipts Rs. 89,86,811, the expenditure Rs. 90,44,502, and the closing balance Rs. 90,77,954; a deficit is budgeted for, of Rs. 91,143.

97. *Receipts.*—The receipts of Rs. 89,86,811 are Rs. 40,423 above the actuals of 1073 and Rs. 35,075 above the revised estimate for 1074. This estimate appears reasonably based; if customs are estimated at a somewhat high figure, forests, registration, law and justice, seem somewhat low.

98. *Charges.*—Charges, at Rs. 90,44,502, are Rs. 4,63,129 below the actuals for 1073, and Rs. 87,500 above the revised estimate for 1074. With slight exceptions, they are based on the actuals for 1073, altered by the experience of 1074 and expected departmental expansions. Under Public Works 19·5 lakhs are entered, of which 16 are for the Chief Engineer's department; this corresponds with the revised estimate for 1074, but is 4·15 lakhs below the actuals of 1073; with heavy works actually in hand, this may prove insufficient, as suggested in the remarks on the revised estimate; stationery is reduced because of the extra charges in 1074 due to purchase of stock for 1075. An entry of 2 lakhs appears for the Murajapam ceremony; this is sexennial and is due in 1075.

99. *Deficit.*—There is an estimated deficit of Rs. 91,143; this would be a large surplus but for (*a*) the Murajapam ceremony (2 lakhs), (*b*) the Kotayar works (3·25) which, though in the category of directly reproductive works, the Darbar desires to carry out from current revenue. The excellent financial position of the Darbar is thus apparent; though every spending department has, of late, largely developed, the Darbar expects to spend 5½ lakhs outside of its ordinary charges with a small deficit

of less than 1 lakh; in a normal condition there would be a surplus of 4 lakhs. *Provided* that the needs of sound administration, and of well regulated progress in the several departments are met, it is immaterial whether funds for the Kotayar are provided direct from surplus revenue or from a reserve replenished by surplus revenue, and an inspection of the several items of expenditure shows that these needs are, with one possible exception, fully provided for and due expansions permitted. As stated above, the allotment of 16 lakhs for public works may be found insufficient, both in 1074 and in 1075, if ordinary public works, in which are bound up the interests and welfare of the public, and the building needs of the several departments, whether Medical, Educational, Revenue, Judicial, &c., are to get full consideration during the progress of special works. It is also probable that if the Kotayar final estimates be sanctioned, it may be found more economical in work and more profitable in results, if work be pushed on by special extra allotment. Subject to these remarks the budget seems liberal and progressive and may be accepted.

### Conclusion.

100. The report and this review show clearly that the year 1073 has been one of general advance, not merely in expenditure but in organization, in administration, and in improvements affecting the public welfare. Land revenue was better collected, both current and arrears, survey and settlement progressed, the departments of law and justice did more work, and, in general, with better results; the forest department was reorganized and improved in system; public works showed a larger outturn, effected many desirable improvements in whole or in part, and completed the designs and estimates for an irrigation project of great importance and difficulty; medical services were extended to more people by a developed department, and grants-in-aid were more freely given; education extended considerably, more schools were aided, and the training of vernacular teachers was begun.

The excess of expenditure over income was due partly to unforeseen items, such as the distress, partly to heavy capital expenditure on the Kotayar works, partly to increased and necessary outlay in almost every department. But for the first two reasons there would have been a surplus instead of a deficit, and in the budgets for the current and succeeding year, the deficit is reduced to a small sum notwithstanding that all capital expenditure, even though reproductive as in the Kotayar, is, in each year, to be paid for out of current revenue—a method which, while it shows the excellent financial position of the State, is not free from the risk of a tendency to economy, where economy may be inadvisable.

The year was marked by the retirement of the late Diwan, the Honourable S. Shungara Subbier, C.I.E., whose services to the State have been eloquently mentioned by Mr. Rees in his review for 1072, and in the Government order thereon; I desire as Resident and as a friend to add my tribute of respect for his character and services. In his successor, Diwan Bahadur K. Krishnaswamy Rao, another personal friend has taken up the work of administration—*quod bonum, faustum, felixque sit.*

I congratulate His Highness the Maharajah on the advance of the administration towards thorough efficiency and on the continued progress of the State under his watchful and liberal rule.



## GOVERNMENT OF MADRAS.

## POLITICAL DEPARTMENT.

Order—No. 575, Political, dated 1st September 1899.

The administration report of the Travancore State for M.E. 1073 (1897–98) and the budget estimates for M.E. 1075 (1899–1900) were received by Government nearly six weeks after the due date. The report has been curtailed considerably, a change which does not appear to detract from its usefulness and which might, with advantage, be carried even further. The review by the Acting Resident (Mr. Nicholson) is exhaustive and interesting. His various suggestions will doubtless receive due attention at the hands of the Darbar.

2. *Land Revenue.*—The collection of the current demand improved, and although progress is being made in the reduction of arrears, there appears to be need for further vigorous action. The Diwan has dealt with this matter and improved results may be expected in the immediate future. The Resident remarks that there is necessity for greater promptitude in the disposal of revenue cases, of transfers of registry and of land acquisition cases, and he states that the reform of defects in revenue organization and system alluded to in the review of the report for the previous year is under correspondence with the Darbar. The Governor in Council need not point out that a speedy decision in this matter is desirable from every point of view.

Paragraph 13 of report.

Paragraphs 4, 5 and 7 of review.

Paragraph 9 *ibid.*

3. *Police.*—Mr. Nicholson's analysis of the criminal statistics points to the necessity for a more accurate representation of the amount of crime in the State. The attention of the Darbar should be drawn to the suggestion in paragraph 15 of the Resident's review as regards the levy of process fees from complainants in non-cognizable cases.

Paragraph 17 *ibid.*

4. *Criminal and Civil Justice.*— There appear to be good grounds for the Resident's opinion that the judicial work of the State is well done. Greater care is being exercised in the prosecution of public servants, and the Darbar would be well advised to insist on the more regular inspection of subordinate courts. The increase in the institutions in the Civil Courts, which has been steady for some years past, is attributed largely, as in M.E. 1072, to the introduction of the Jenmi and Kudyan Regulation and accounts for the considerable rise in the average duration of suits and in arrears. This rise may, therefore, be expected to be temporary only. The introduction of a system of payment of court fees in stamps, instead of in cash, appears to be desirable.

Paragraph 153 of report.

Paragraph 21 of Resident's review.

Paragraph 30 *ibid.*

5. *Forests.*—The Resident rightly observes that the Travancore forests are only in their infancy as regards working, productiveness, and revenue. His interesting comments on this branch of the administration are commended to the attention of His Highness the Maharaja. As in former years, the most pressing needs are the energetic extension of reservation, larger outlay on forest communications, and careful attention to the needs of the Indian market, so far as those needs can be met.

6. *Public Works.*—Rules have been passed by the Darbar for regulating the execution of works and requiring adherence to sanctioned estimates. These cannot fail to have a beneficial effect on the working of this department, if the observance of the rules by all officers is insisted upon. It is clear from the manner in which the total expenditure exceeded the budget grant in M.E. 1073, whilst the

Paragraph 377 of report.

revised estimate was placed even lower than the budget estimate, that such rules are urgently needed to regularize Public Works outlay. It is observed that the total outlay is stated at three different amounts, in paragraph 332 of the report, on page 107 of the report and on page cix of the appendicies. The Darbar has now under final consideration the extended Kotayar project involving an outlay of 27 lakhs. The Diwan explains, with reference to the Resident's remarks in his review of the last administration report, that the works now in progress in connection with this project are covered by the original sanctioned estimate, and that it is not proposed to proceed further with the larger estimate pending careful consideration of the same.

Paragraph 366 of report.

7. *Financial.*—The finances of the State are in a flourishing condition; increased receipts of a permanent nature occur under almost all heads, while the decrease in Land Revenue is shown to be due to causes of a special and temporary nature. The balance at the commencement of M.E. 1073 (97·02 lakhs), which was reduced to 91·41 lakhs at the commencement of 1074, is expected to stand at 91·36 at the beginning of 1075 and at 90·76 at the close of that year. This reduction is mainly caused by outlay on extraordinary items and by providing for capital expenditure from current revenue. A feature of the financial administration of the year was the unprecedented deficit of 5·61 lakhs, which is fully dealt with by the Resident in paragraph 93 (*d*) of his review.

Paragraph 9 *ibid.*

The budget estimate for 1075 appears to be judicious and, as remarked by the Resident, "liberal and progressive." As in the case of the Public Works Department, the Darbar would be well advised to insist, in all departments, on a close adherence to estimates.

8. *Vital Statistics and Medical.*—There appears to be great room for improvement in the registration of vital statistics, and in the working of the vaccination department. Medical relief has been administered on the usual liberal scale and it is clear that His Highness the Maharaja appreciates the need for encouraging, as far as possible, the use of modern scientific methods of treatment. A further example of this desire has been afforded by the institution, during the year, of a medical training school. The only apparently unsatisfactory feature of the medical administration is to be found in the work of midwives, a matter which has been commented on by the Resident in his last three reviews. The Resident and also the Darbar Physician call attention to the need for increased and improved hospital accommodation.

Paragraph 75 of review.

9. *Education.*—The solicitude of the State for the advancement of education among all classes has been fully maintained. The remarks of the Resident as to the necessity for ensuring an effective supply of trained teachers, and the introduction of industrial instruction in the Reformatory for boys should be brought to the notice of the Darbar.

10. *Conclusion.*—The Governor in Council has much pleasure in endorsing the remarks of the Resident as to the general advance which the year M.E. 1073 has witnessed in all departments, and congratulates His Highness the Maharaja on the increasing degree of efficiency which has characterized the administration generally.

(True Extract.)

G. STOKES,
*Chief Secretary.*

To the Resident in Travancore and Cochin.
„ Public Department (with reference to paragraph 67 of Resident's review).

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ENDORSEMENT—No. 576, Political, dated 1st September 1899.

Copy to the Government of India, Foreign Department.

*Chief Secretary.*

Exd. A. F. Eccleston.

# Political (1899) Department.

**CURRENT No.** 662

CHIEF SECRETARY
22 MAY 1899
GOVERNMENT OF MADRAS

Have this current
put with type record
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Print in the usual form
See Do. No 258 attached

*From* The President in Travancore and Cochin

*Order*

Ref. on Camp. No. 16

*Dated* 16th May 1899

*Received* 22nd

*Registered* 25th

*Enclosures* 2. (sent separately) (not yet recd)

*Spare copies*

H/31.5

## SUBJECT.

Forwarding the Administration report of the Travancore State for M.E. 1073 (1897-98) and the Budget estimate for M.E. 1075 (1899-1900).

BACK PAPERS.

| G.O. | No. | Department. | Date. |
|---|---|---|---|
| | | | |

FURTHER PAPERS.

| G.O. | No | Department. | Date. |
|---|---|---|---|
| | | | |

# ADMINISTRATION REPORT AND BUDGET ESTIMATE

OF THE

# TRAVANCORE STATE,

FOR THE MALABAR YEARS 1073 AND 1075, RESPECTIVELY.

*From F. A. NICHOLSON, Esq., Acting Resident in Travancore and Cochin, to the Chief Secretary to Government, dated Peermaad, 16th May 1899, Ref. on Camp No. 16.*

I have the honour to forward herewith the Administration Report of the Travancore State for the Malabar year 1073 (1897–98), and the Budget Estimate for 1075 (1899–1900).

It has been considerably curtailed but is sufficiently full. Certain clerical errors have been pointed out to the Diwan.

## General and Political.

2. During the whole of the year under report, the Hon'ble J. D. Rees, C.I.E., held the office of Resident; I assumed charge a week after the close of the year. The Hon'ble Mr. S. Shangarasoobyer, C.I.E., occupied the office of Diwan for the first eight months of the year, and retired early in April 1898. For the remaining four months of the year Diwan Bahadur Mr. Krishnaswamy Rao, the present Diwan, held office, having assumed charge on the 4th Medom (15th April). The chief events recorded under this section are the visit of His Excellency the Governor to Travancore during October 1897, and the return visit paid by His Highness the Maharaja at Madras in January following.

## Land Revenue.

3. *Demand, Collection and Balance.*—The following statement compares the demand, collection and balance, current and arrears under Land Revenue during the past two years :—

| Year. | Demand. | | Remission. | | Net demand. | |
|---|---|---|---|---|---|---|
| | Current. | Arrears. | Current. | Arrears. | Current. | Arrears. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| 1072 .. .. .. | 25,13,008 | 3,93,965 | 1,35,506 | 34,263 | 23,77,502 | 3,59,702 |
| 1073 .. .. .. | 23,18,793 | 4,08,869 | 1,18,802 | 52,028 | 21,99,991 | 3,56,841 |

| Year. | Collections. | | Balance. | | Percentage of collections to net demand. | |
|---|---|---|---|---|---|---|
| | Current. | Arrears. | Current. | Arrears. | Current. | Arrears. |
| | 8 | 9 | 10 | 11 | 12 | 13 |
| | Rs. | Rs. | Rs. | Rs. | | |
| 1072 .. .. .. | 22,71,018 | 57,317 | 1,06,484 | 3,02,385 | 95·50 | 16 |
| 1073 .. .. .. | 21,29,469 | 67,646 | 70,522 | 2,89,195 | 96·50 | 19 |

Deducting remissions Rs. 1,18,802, of which Rs. 56,749 are non-seasonal standing remissions which will disappear after settlement, the net demand was Rs. 21,99,991, or Rs. 1,77,511 short of that of last year. There is, however, no real decrease, but a slight rise in actual revenue of a permanent nature; the two items of viruthi settlement (sale of or premia on service inam lands) and sale of lands in which the chief decrease occurred are not merely fluctuating but temporary, and are not true revenue at all, but capital, being land or landed interests commuted into cash. Owing moreover to scarcity in 1072 the sale of paddy paid by the ryots as part of the land dues was both larger and fetched higher prices in that year than in 1073. Allowing for these fluctuating items, the net land revenue for the year showed, as usual, a small rise due chiefly to extension of cultivation.

Referring to paragraph 5 of G.O., No. 718, Political, dated 7th October 1898, I may remark that the Darbar is now carefully examining all applications for tea and coffee lands, hence a receipt of only Rs. 2,370 under that head in 1073; discrimination in this matter is, as pointed out by the permanent Resident, highly desirable.

The year having been agriculturally favourable, seasonal remissions were comparatively low, viz., Rs. 62,053. The original Kodayar project was intended to obviate the need for these remissions.

Collections of current revenue averaged 96·50 per cent. during the year; that of current and arrears together (Rs. 21,97,115) almost exactly equalled the current demand (Rs. 21,99,991). Out of arrears of Rs. 2,89,195 no less than Rs. 1,60,061 are due on Travancore Devaswom lands in Cochin territory, where collection is impossible except through the courts and where there are also adverse claimants to some of the lands; the collection of arrears is therefore less unsatisfactory than appears at first sight.

Coercive process rose especially in sales, though it was not accompanied by a proportionate rise in dues or values.

The expenditure charged to Land Revenue was Rs. 3,54,688 or 16 per cent. of the receipts.

4. *Revenue Cases.*—The disposal of "revenue cases," chiefly "puthuvals" (darkhasts actual or constructive), is one of the weak spots in Travancore administration, and has not radically improved in the year under review.

It is essential to good administration of the land, both fiscally and economically, that these puthuvals shall, with few exceptions, be disposed of not later than the close of the year in which they are filed; the result of delay is not merely that accumulated assessment is demanded in a lump at final disposal—a grave economic and agricultural error—but that plots of once waste land are worked up by the labour and capital of the applicants into fertile homesteads before a title-deed is issued; the consequences are obvious, where rich and poor are neighbours; bitter complaints reach the Resident regarding hard cases.

In the settled taluks the arrears have greatly increased; the increasing failure even to cope with the comparatively few cases in the settled taluks of Trivandrum division is most noteworthy; if the Revenue department is even fairly organized, it can have no difficulty in settled taluks in keeping pace with the cases; either then the organization or the personnel is at fault.

A special Assistant in Kóttayam (unsettled) has now been appointed and is rapidly disposing of the arrears, and of the thousands of new cases which are pouring in by reason of this rapid disposal, and many cases have been transferred to the settlement department even in a settled taluk, but these arrangements give no guarantee that future work will be punctually disposed of, and rather favour laxity by the regular establishment. This is the fourth consecutive review in which this matter has been noticed.

5. *Transfers of Registry.*—Although the cases of transfer of registry disposed of (17,221) were in excess of the number filed (16,683) during the year, only 62 per cent. of the total for decision, viz., current and arrears, were disposed of; in fact the Revenue officers have got thoroughly behind-hand. Padmanabhapuram, though partly settled, is especially bad having a whole year's cases in arrears; Kóttayam



has the largest number but the file is very heavy. From the figures given it is not possible to ascertain the respective ages of the 10,166 pending cases, possibly many are of several years standing. Transfers are only of less importance than puthuvals and these delays ought not to be allowed. It is not known why in the Quilon division with 11 taluks, only 637 cases are entered as received in the year.

6. *Inspection work by Peishcars.*—Touring by Peishcars was as last year inadequate in Quilon (98 days) and remarkably so in Trivandrum. The rule in British India is a minimum—always exceeded—of 2 months in each half-year for Collectors and 2½ months for Divisional officers.

7. *Land Acquisition.*—The disposal of land acquisition cases is also disappointing; the balance at the end of the year (525) largely exceeds that (379) at the end of 1072, although only one case was, it seems, taken to the District Court for adjudication. In the interests of the State and of the private owner alike there should be no delay in enquiry or award.

8. *Loans.*—It is stated that no loans under the Loans Regulation were granted for agricultural improvements. It is not however stated whether there were any and, if so, how many applications. The regulation was passed 8 years ago, and rules were framed in 1891; since that date only a few loans have been granted.

The need for agricultural capital and its usefulness in operation are as great as in British India; greater probably because there is probably a readier return; low forests and scrub jungle abound in many tracts where capital is needed for little more than clearance and levelling; immense areas of shallow backwater may be turned into most valuable plantations; in the south and south-east where the rainfall and soil are similar to that of Tinnevelly, the borders may be known by the entire cessation, on this side, of irrigation wells. As the provisions of the regulation are beneficient, and the interest low (4 per cent.) it is probable that the same causes prevent applications in Travancore as used to prevail in British India. A few lakhs of the reserve would be excellently invested in loans, since they would not only bring the Sirkar 4 per cent. in actual interest *plus* an increase in revenue, but also an incalculable addition to the wealth and stability of the ryot and to food production.

9. *Miscellaneous.*—Orders were issued during the year for commuting an objectionable payment in kind (cocoanuts); its operation will doubtless be mentioned in next year's report. The reform of defects in revenue organization and system alluded to in paragraph 4, G.O., No. 718, Political, dated 7th October 1898, is under correspondence with the Darbar.

### Survey and Settlement.

10. *Survey.*—Operations progressed satisfactorily; the area surveyed exceeded the estimate considerably and last year's outturn slightly, while village and taluk and other maps for over 1,300 square miles were lithographed; much miscellaneous work was also done, while the cost was considerably lower than in the previous year. Out of 31 taluks, 24 are completed, 4 in hand, and 3 untouched.

11. *Settlement.*—Except for 25 accountants and some field peons, the establishment was brought up to its full sanctioned strength and numbered 1,093; work should now proceed rapidly. In paragraph 93 it is stated that the outturn of work was on the whole satisfactory; as compared with 1,072 there was an increase in field work, more registration cases disposed of, more pattas issued, and more revenue cases settled. The figures however are, especially in classification and other field work, registration cases investigated, tabulation of assessment figures and issue of pattas, inferior either in one or in both years to those of 1071.

Settlement work in general is progressing; 7 taluks have been completed and 16 are in varying stages of progress, two being near completion; eight have not yet been entered upon. The operations though costly are more than repaying their cost pecuniarly, while they are introducing order and system. Statistics are given of the Neduvengad taluk just completed; in this no less than 18 per cent. additional land was registered by the Settlement Department as puthuvals assessed for the first time, which probably would have escaped assessment for many years in the absence of the settlement; the money return is already 7 per cent. on the total outlay for both

survey and settlement, while assessable trees had increased since the last settlement from 177,379 to 266,364. Pattas for one cash ($\frac{2}{37}$ of an anna) are for small plots on Rajabhogam tenure or house-sites. One feature of the year was the enormous number of trees (1,093,017) counted; in two taluks re-counting was found necessary; this will be avoided in future. The viruthi (service inam lands) settlement was as usual a profitable business; it is gratifying to note that the terms of purchase or redemption of the lands were much more favourable to the enjoyers of the lands; paragraph 101 gives the old and new rules.

## Legislation.

12. The chief legislative measures of the year were an Abkári Regulation on the lines of Madras Act I of 1886, an Epidemic Disease Regulation, a Game Law, an Act to enlarge and define the powers and constitution of the Legislative Council and a Law to regulate enquiries into the conduct of public officers. The Penal Code Bill also passed the Council but only came into force in the current year. Bills under discussion were the Evidence Bill, the Negotiable Instruments Bill, the Wills Bill, the Criminal Procedure Code Bill and the Marumakatayam Marriage Bill.

## Police.

13. *Strength.*—The police force was numerically much the same as in 1072, but was stronger by 4 inspectors and by 7 head constables. The reserve though numerically strong on paper is, after deducting about one-fifth for recruits, almost wholly absorbed in special duties, escort work, &c., in fact the available reserve is very small.

Good hill allowances are now in force for Police at Peermaad and Devikulam, those at the latter station being about Rs. 10 and Rs. 6 in excess of low country rates; this should prove attractive, and prevent the numerous resignations.

14. *Punishment and Prosecutions.*—Under prosecutions may be noticed a very grave case of brutal negligence by which a person in custody was confined in an unventilated "black hole" for the night and was found dead in the morning; the subordinate police got 7 years and the inspector a short term of imprisonment. Appendix 12, page XVIII, shows cases in which "extortion" and "hut with wrongful confinement" were magisterially punished by fine only; this is unusual and enquiry has been suggested.

Enquiries by Assistant Superintendents were only fairly numerous; one Assistant however was but newly appointed and was learning his work at head-quarters; hence the advance in enquiries by these officers is satisfactory.

15. *Service of Processes.*—Processes showed a rise entirely under grave crimes; this is probably only a fluctuation, for though considerably in excess of 1072, that year showed a considerable fall from 1071. Reduction is largely a question of proper inspection of the Sub-Magistrate's records and diaries by the District Magistrates. In this connection it may be noticed that in Travancore there is no provision such as exists in British India in the Court-fees Act (section 20 and rules of the High Court), for the levy of process fees from complainants in non-cognizable cases; this is regrettable, for the imposition of such fees tends largely to prevent vexatious and frivolous cases and much waste of money, while reducing summoned witnesses to a minimum; as shown below there seems far too much petty and reckless criminal litigation, and probably of resort to the criminal courts to try civil quarrels under the guise of assault, trespass, and similar cases; moderate institution fees, as in British India and such as exist already in Travancore for criminal trespass and defamation only, with process fees, would largely reduce an unnecessary file.

16. *Registration of Known Depredators.*—The registration of known depredators, &c., was completed in the year; the heavy alterations in the figures from those of 1072 are due to the removal from the suspect, &c., list of a miscellaneous crowd of persons—many long dead or removed—whom the Police "suspected" with more or less reason. The lists are now believed fairly to represent facts, but certain doubts are under correspondence.

The recording of finger impressions has been introduced, and interesting results have already occurred.



17. *Crime.*—There was a certain increase in crime especially under homicides and the graver offences against property. Nothing of very special note occurred except a temple dacoity, and one of the serious Maravar incursions from Tinnevelly. From the statistics in paragraphs 145 to 152 and Appendix 31, page XXXIX, it would *primâ facie* appear that Travancore is a land of public disorder and violent crime; no less than 514 robberies—40 per cent. being on the high way,—166 dacoities —50 being in dwelling houses and 36 on high ways,—2,744 thefts—228 being cattle thefts and 32 per cent. in houses,—432 burglaries, 27 cases of kidnapping, slavery, &c., 12 cases of rape, 54 cases of extortion, 102 cases of arson, &c., were "reported" to the Magistrates; moreover previous years show figures not dissimilar. Further, column 3 of Appendix 31 shows that the great bulk of all these offences were "returned as true"—*i.e.*, were taken on the Magistrates' file for enquiry—except under dacoities and robberies in which only 374 out of 680, or 55 per cent., were so returned. But fortunately these are only figures and not facts, and it would be well if the administration reports while giving the figures would also give the interpretation; in reality Travancore is comparatively free, in general, from violent crimes against property while extremely fond of litigation and exaggeration. It will be observed that the figures above given are those reported to and by the Magistrates. Turning to paragraph 126 (Police) it will be seen that the figures for dacoity, robbery and theft as reported to the Police are 66 and 377 and 2,183, respectively, of which only 11 and 57, and 1,299 were charged, the others being, with very few exceptions, referred to and struck off by the Magistrates as false; hence, out of 2,686 cases reported to the Police, only 1367, or half, were charged, and under the two major crimes only 15 per cent. Turning again to columns 7 and 8 of Appendix 31 it is seen that in the 384 dacoities and robberies "returned as true", *i.e.*, taken on the Magistrates' file, only the absurd percentage of 4·45 of the persons "brought to trial"—which probably includes preliminary enquiry in the case of dacoities—were convicted after the sifting processes of enquiries and trials before the Sessions Courts and Magistrates; moreover, these figures include those charged by the Police as true. Similarly under thefts only 29 per cent. were convicted, though these include the hosts of petty thefts which are really committed and easily convicted. Similarly, extortion cases were only convicted in 8·18 per cent., kidnapping in 5·77, rape in 11·11, and so forth; the total convictions under the Penal Code—not merely of cases returned as true but of persons actually brought to trial—was only 23·17 per cent. or 2 per cent. below that of the Madras Presidency.

It is thus obvious both from the number of cases "referred" by the Police, and from the extremely small proportion of cases convicted by the courts on cases accepted direct by them, that, except for a tendency to murder, the crime really prevalent in Travancore is that of making false or grossly exaggerated charges, and that the time of the Magistrates and Police is wasted to no inconsiderable degree in investigating mere rubbish. There is an obvious habit of exaggerating assaults and affrays into robberies and dacoities, in bringing quarrels about property into the Criminal Courts under the guise of thefts, trespasses, dacoities, robberies, and the like. The habit is known in British India, but, in many districts at all events, has been largely checked by remedies which are equally in the hands of the Travancore authorities.

A more searching enquiry before complaints are filed, the greater use of reference to the Police in grave cognizable cases, the dismissal of grossly exaggerated complaints, the exclusion from process of redundant defendants, such as children who appear by the statistics to be often wantonly included, awards of compensation for reckless accusation, prosecution for false charges, care by Magistrates regarding the admission to practise of unpassed pleaders, &c., are obvious suggestions.

Whether the percentage of conviction in grave cases could not be improved by the training of a special set of detectives and by the provision of prosecuting inspectors or sub-inspectors in the several divisions are also matters for consideration.

Similar remarks apply to petty or less serious offences under the Indian Penal Code, such as breach of trust, misappropriation of property, wrongful restraint, assault, mischief, defamation and intimidation, in which the percentages of conviction to persons dealt with in cases brought to trial were only 7·91, 11·11, 15·79, 17·37, 17·46, 3·45 and 5·76, respectively, while out of 16 cases returned as true of offences

relating to marriage, involving 66 persons brought to trial, not one was convicted—appendix 31, page XXXIX. A looseness of complaint, coupled with too easy acceptance as true or deserving of trial, appear probable from columns 2, 3 and 8 of the statement. As suggested above, the British India provisions for institution and process fees in non-cognizable cases might well be adopted in Travancore. A little friendly advice to foolish or reckless complaints, as frequently given in London and other stipendiary courts, is also a potent and wholesome restraint upon the litigious extravagances of temper.

CRIMINAL JUSTICE.

18. *Courts, Cases and Persons.*—Courts exercising criminal jurisdiction were 62 as against 63 in 1072; the Anjenad first-class Magistrate's Court was abolished, that of the Cardamom Hills was transferred to Devikulam (High Range), and the second-class Magistrate at Peermaad was given first-class powers. There were also four special courts for the trial of European British subjects.

Crime has been dealt with in the section on police. There was a slight increase in cases nearly all, however, under special laws, such as Abkári (+324), Town Conservancy Regulation (+271), &c., cases under the Penal Code being 15,948 as against 15,902 in the previous year. About half the total cases were disposed of without trial; in the remainder convictions ensued in only 28·80 per cent., viz., 23·17 in Penal Code cases and 78·51 in cases under special and local laws. Cases against public servants fell from 291 to 125; it is explained that in previous years cases brought against officials in their merely private capacity were included. Even now these figures appear subject to reduction, for "public servants" include police, and in paragraph 118 it is stated that charges against police officers in their private capacity are still included—convictions in these cases rose to 28 per cent. Cases against juveniles fell remarkably, viz., from 430 boys and 52 girls in 1072 to 273 boys and 22 girls in 1073. Comparatively few of these were prosecuted by the police; 46 were actually convicted, of whom about three-fourths were found guilty of theft and nine were sent to the Reformatory.

From paragraph 155 it appears that 35 persons were put up to find security to keep the peace and 5 for good behaviour as against 7 and 5 in the previous year, but that only one person was bound over in each class, this is unusually disproportionate, but the cause of the rejection of so many applications is not known.

19. *Magistrate's Court.*—The disposal of the cases by the magistracy present no special features; the first-class Magistrates had fairly hard work with an increased file and an average of 320 trials, 15 preliminary inquiries and 1,053 witnesses apiece; the second and third class Magistrates, as a rule, do not appear over-burdened as regards magisterial work, since they examined on an average only 627 witnesses each, and many of these must have cost but a few minutes hearing. The superior Magistrates showed a considerable rise in the average duration of trials, viz., from 22 to 27 days; 2·63 of the witnesses in all courts were detained more than three days as against 1·7 in the previous year; delay in the criminal courts is of serious public importance. Fines were more satisfactorily collected than in the previous year and a much smaller recoverable balance was left at the end of the year.

20. *Appellate Courts.*—Cases tried by second and third class Magistrates were confirmed to a somewhat larger and reversed to a smaller extent than in the previous year; appeals from first-class Magistrates to Sessions Courts were more largely confirmed but also more largely reversed, fewer being merely modified; while in the case of appeals from Sessions Courts to the High Court the percentage of confirmation fell from 72·84 to 57·34, while reversals rose from 24·69 to 29·37; the fluctuations however in this court are, necessarily, comparatively considerable since appeals are comparatively few.

21. *Inspection by District Magistrates.*—The inspection of subordinate courts by District Magistrates was apparently better than in 1072 in two divisions; in Trivandrum (head-quarters) and Quilon it was seemingly *nil*. This matter was referred to—not for the first time—in paragraph 243 of the report for 1072 and further inattention to the orders of the Sirkar should not be permitted. Even apart from distinct orders it is not conceivable how District Magistrates can abstain, as a matter of ordinary duty, from making frequent inspections; no part of a superior Magistrate's duty



is more important or more fruitful than the careful examination of records and sudden, unannounced, sittings with the Sub-Magistrates during the disposal of cases; in the latter case correct or irregular methods, wrongful distinctions in the treatment of castes and classes, &c., can be readily ascertained; in the former, confusion or system, promptitude or dilatoriness, right or wrong methods in the recording of evidence especially in petty cases, prompt or dilatory issue of process, unnecessary adjournments, &c., at once come to light. Thorough inspections should be insisted on.

JAILS.

22. *General.*—The number of prisons remained the same as in the previous year, viz., the Central Jail at Trivandrum and the two District Jails at Quilon and Alleppey.

23. *Central Jail.*—The Prisons Regulation was fully brought into operation during the year under review; this necessitated, *inter alia*, changes in establishment, the use of prison uniform, the total abolition of extramural labour, and the introduction of remissions. These changes, together with the high prices of food, account for most of the increase in net expenditure, which should decrease during the current year. A riot, which however was easily and promptly dealt with, occurred as another result of the changes. The average daily strength was slightly less than in 1072, but sickness, perhaps in consequence of the greater restrictions on liberty, increased from 2·22 to 2·65. These restrictions, together with the riot, also probably account for the rise in punishments from 136 to 206; this is especially the case in the item "corporal punishment" since many rioters were flogged.

24. *District Jails.*—These remained under the old system pending greater experience of the new one in the Central Jail. Quilon appears to be an unhealthy jail to judge by its percentage of sick, viz., 5·1, 6·12 and 4·7, respectively, during the past three years, as the ratio of daily sick to the daily strength.

CIVIL JUSTICE.

25. *Courts, Suits and Litigants.*—The number of Civil Courts was 27, the Munsifs' Courts having been increased from 20 to 21.

Legislation showed a heavy increase: 43,186 suits valued at Rs. 39,51,850 were filed as against 36,033 valued at Rs. 34,76,889 in the previous year; of these, 27,660 were ordinary and 15,526 were small cause suits, against 21,709 and 14,324, respectively, in 1072. The increase from 29,253 suits valued at Rs. 28,62,397 in 1069 is remarkable. The advance now made affords a curious instance of the effects of a single law (Janmi and Kudiyan Regulation of 1071); in the administration report for 1072, paragraph 278, the effect of this regulation in increasing suits on mortgages, suits relating to rent, and suits relating to right over immovable property, is especially noticed; in the year under review the remainder of the regulation (two sub-sections only) came into force resulting in a very large influx of suits filed by janmis to prevent the lapsing of janmi rights and the acquirement by tenants of permanent occupancy rights. Chiefly for this reason the total number of real property suits rose to 12,461 from 8,074, and from 37 per cent. of all regular suits to 45 per cent. Other suits rose from 27,959 to 30,725, the only noteworthy item being a rise from 17,745 to 19,522 on contracts in writing, a fall from 3,640 to 3,029 on oral contracts, a rise from 3,352 to 3,959 on accounts stated and from 453 to 1,221 for rent-renewal premia by janmis against tenants. The above figures suggest (1) the influence of the new landlord and tenant law, (2) a development in the value of land, (3) an increase in business transactions with a tendency to substitute written for oral contract. Individual values showed a continued tendency to decrease both in regular and small cause suits; in the Munsifs' Courts where popular litigation is disposed of, the values fell from Rs. 102·74 and 14·37 to Rs. 96·90 and 13·95 for regular and small cause suits, respectively.

In the Madras Presidency there was one suit—village courts included—per 98 of the population; in Travancore one per 59. Owing to the want of village courts a vast mass of petty work is thrown on District Munsifs in Travancore; *e.g.*, in Madras there were 155,950 suits not exceeding Rs. 20 in value of which village munsifs disposed of 93,903 or 60 per cent.; in Travancore there were 10,967 small cause suits

of similar value in District Munsifs' Courts, hence one chief reason for the disproportionate number of District Munsifs' Courts. The average value in Madras in regular suits in District Munsifs' Courts was Rs. 206; in Travancore Rs 97; this is only partly due to the fact that small causes in Travancore are limited to Rs. 30 in value, for there were 1,759 regular suits for *real* property not exceeding Rs. 20 in value.

26. *Disposal by Munsifs.*—The increased file was only partly met by increased disposals, since an increase in the file of 8,838 suits or 21 per cent. was met by an increased disposal of 4,071 or 11·5 per cent. This however means a large additional amount of work per court especially among the District Munsifs, before whom 41,912 suits were filed, and who disposed of 38,094 of the 49,047 set for disposal. The large arrears are due partly to the increased amount of work, partly to the heavy institution of suits—8,117 in the Munsifs' Courts—in the last month of the year. These were largely the janmam suits alluded to above. Probably the excess in arrears will disappear during the current year. The increase of work tended also to a slightly increased duration.

27. *Quality of decisions of Munsifs.*—In the quality of work done as judged merely by the result of appeals, the Munsifs show a slight falling off from 63·97 to 60·16 per cent. of confirmations; this may be a mere fluctuation, but is also accounted for by the suits under the Janmi Regulation, "which as a rule afford a wide latitude for modification."

28. *District Courts.*—Appeals from the work of the District Judges show reversals in first and second appeals of 18·46 and 24·37 per cent. as against 15·51 and 15·74 per cent. in 1072. The test of mere figures is a rough one, since annual fluctuations are considerable, but the High Court who see the actual work, observe that the results show "much deterioration," though appeals filed were somewhat fewer than in 1072. This opinion is of the greater importance since the High Court expressly warn all lower courts that work will be judged not so much by rapidity of disposal as "by the quality of the work turned out."

29. *High Court.*—The appellate work of the High Court slightly decreased, wholly in appeals under Rs. 500 in value. About two-thirds of the appeals (666) related to real property. Only eight courts were inspected as against ten in 1072. Speaking generally, the judicial work of the country seems well done but there are some serious cases of delay and the High Court's criticism abovementioned is noteworthy.

30. *Financial results—Criminal and Civil Justice.*—Receipts and charges on account of civil justice were Rs. 5,66,979 and Rs. 2,93,118 against Rs. 4,99,060 and Rs. 2,86,114 in 1072; hence a surplus of Rs. 2,73,861 against Rs. 2,12,946. Criminal justice cost the State Rs. 1,76,029 against Rs. 1,68,545 of which Rs. 34,303 were made good in the shape of criminal fines, fees, &c. There was thus a net surplus under Law and Justice of Rs. 1,32,135 against Rs. 78,427 in the previous year. Against this must be set the cost of buildings, furniture, stationery, and retiring allowances, which appear as charges under their respective heads; hence on the one hand a reduction of the surplus; on the other hand the increased surplus is a set off against increased charges under the above items.

Institution fees are still paid in all Travancore courts in cash only; the introduction of stamps is a desirable reform.

## Registration.

31. *Offices and Transactions.*—An increase similar to that in litigation showed itself in this department; the 45 offices registered 151,656 documents; this is 21,559 or 16·6 per cent. more than in 1072 and the highest on record, being 59 documents per 1,000 of the population (1891 census); this increase was under all heads and, as in the case of civil litigation, was partly due to the Janmi and Kudiyan Regulation, janmis largely renewing their leases in order to avoid any lapse of rights under certain provisions of the regulation which were to come into force at the beginning of the present year. Reference to appendix 50, page lxiii, shows that leases exceeding one year went up from 11,045 in 1072 to 23,416 in 1073, the average value falling from Rs. 187 to Rs. 112.



32. *Details of number and values.*—Gross values rose from Rs. 2,69,85,143 in 1072 to Rs. 2,91,88,853, the average per document falling from Rs. 208 to Rs. 195. Mortgages showed a heavy increase, viz., 6,204 or nearly 8 per cent., those with possession alone showed advance of 5,058 or 11·4 per cent., and of these the greater number, viz., 3,452, were below Rs. 100 in value. Taking all documents under Book I together, documents under Rs. 50 in value increased from 45,809 to 59,257 or by 29 per cent., and from Rs. 50 to Rs. 100 from 29,608 to 33,275 or by 12 per cent., these were chiefly mortgages with possession and leases exceeding one year. A complete interpretation of these statistics would be important as regards the economic position of the small holder and cultivator.

Comparison with the figures for the Madras Presidency in 1897–98 is interesting and instructive. Madras with fourteen times the population of Travancore registered less than six times the documents (884,123 as against 149,863) and nearly 6⅔ times the value (19·35 crores against 2·92); under Book I the figures are 840,544 and 18·16 crores against 146,496 and 2·633 crores; in Madras there were 25 documents per mille of population taken as 35½ millions, in Travancore 59. The average value under Book I was Rs. 216 in Madras against Rs. 195 in Travancore, owing not to a lower general value of land but to the fact that registrations are more than twice as numerous in proportion to population and therefore go down to smaller cases.

33. *Duration of registration.*—In Madras 53 per cent. were registered on the day of presentation and 90 per cent. within the end of the third day; in Travancore 94·9 per cent. were registered on the first day, owing to the loose sheet copying system described in paragraph 350 of the report for 1072 and paragraph 271 of the present report. The net surplus in Madras was Rs. 5·73 lakhs; in Travancore 1·32.

34. *Financial results.*—The financial results were satisfactory resulting in a net surplus of Rs. 1,32,347 against Rs. 1,09,689 in 1072; expenditure remained practically the same at Rs. 99,440.

## Marine.

35. The large increase in ships and tonnage at the several ports is a partial recovery from the figures of 1072 which were further below those of 1071 than they are below those of 1073, as shown in the following table:—

| Year. | Ships. | Tonnage. |
|---|---|---|
| 1071 | 720 | 394,629 |
| 1072 | 522 | 291,960 |
| 1073 | 623 | 388,507 |

It appears however from the figures that larger steamers are now touching at the chief ports.

## Season and Rainfall.

36. Generally speaking the season was favourable with slight losses by excess and defect of rainfall. Considerable expenditure—apparently about a lakh of rupees (paragraphs 292 and 337), irrespective of any outlay by the Maramut Department—was incurred on relief works, relief kitchens and money doles, in view to relieve the distress caused chiefly by the high prices of food and partly by the effect of partial floods. Prices continued high during the year; but there is no tabular record in the report on this important matter.

## Forests.

37. *Establishment.*—During the year the establishment was, save for two peons, brought up to the full strength sanctioned under the recent re-organization; the Conservator, Mr. Bourdillon, also adopted the black mark system, a Forest Account Code, re-drafted the Forest rules required by the Forest Regulation, and has taken in hand the due regulation of touring by his subordinates.

38. *Area of reserves.*—The area finally constituted reserved forests during the year was 50 square miles; the reserved forests now aggregate 1,048 square miles or 50 miles more, and reserved lands 912 or 232 square miles less than at the end of 1072.

I am asked to substitute the following table for that entered in paragraph 298 :—

| — | 1072. | | 1073. | | Difference. | |
|---|---|---|---|---|---|---|
| | SQ. M. | ACS. | SQ. M. | ACS. | SQ. M. | ACS. |
| Reserved forests .. .. .. .. .. | 997 | 626 | 1,047 | 626 | + 50 | .. |
| Do. lands .. .. .. .. .. | 798 | 306 | 911 | 620 | + 113 | 314 |
| Total .. | 1,796 | 292 | 1,959 | 607 | + 163 | 314 |

The cardamom hills reserve of 336 square miles was included in the figures for 1072 (paragraph 383 of the report for that year) and should not come into this year's report.

Reservation seems likely to be slow in the current year, for only 163 square miles were notified under section 4 during 1073 and of these the main block of 160 square miles was not further gazetted under section 6. The report also states that settlement work progressed poorly under the Division Peishcars; presumably that is a remediable defect. Apparently the Special Reserve Settlement Officer was chiefly engaged during the year in revising previous work; this prevented the Northern Division Peishcar from doing settlement work. The importance of pushing on reservation is once again urged; the forest cannot possibly be worked as they should be till this essential preliminary step is taken.

No working plans were drawn up during the year, and in paragraph 301 of the report the reasons given by the Conservator are quoted. It may be noticed that the Maliyatur reserve of 345 square miles was finally reserved in April 1895, that a good deal must have been known of the reserve before that date, and that there is a Deputy Conservator and an Assistant with subordinate staff in charge of that forest; Kottoor again, of only 36 square miles, was reserved in July 1896 and is quite accessible. It should be possible to make working plans at an early date for these forests.

The area of the teak plantations was increased by 101 acres in 1073, the total being now 1,378 acres, which, up to date, have cost Rs. 1,85,459 or Rs. 134 per acre, the exact age or condition of these plantations is not known from the report. The older parts in some areas appear to have received insufficient funds, so that they are partly overgrown for about 500 acres with high scrub which is prejudicial to the plantations.

Not much damage was done by fire although no precautions such as watchers, fire tracer, &c., have been hitherto employed in the forests generally, notwithstanding the proximity of forest fires from hill cultivation (Kumari, Cherikal). But fire watchers have now been sanctioned for the hot season. Presumably further steps will be taken for the reserved forests. It seems a question whether Kumari (Virappu, Cherikal) cultivation should not now be in some way restricted as both dangerous and wasteful.

39. *Exotics.*—A forward step has been made towards introducing valuable exotics in sending to Formosa for seeds of the camphor tree. The forest tracts of Travancore cover nearly half the area of the State, and though, amongst its most valuable assets, bringing in above four lakhs per annum, are not yet worked otherwise than superficially. But their tropical position, their splendid and unfailing rainfall—from 100 to 200 inches—and their general external accessibility by river and backwater, point them out as capable of producing and placing on the market in any quantity products essential to modern needs; such are camphor, now consumed enormously in modern explosives and to the value of many lakhs in India, India rubber for which the demand is unlimited and which is apparently producible by several species of tree, gutta percha, other gums, resins and drugs, oils, timber, fibres, and paper material, match woods, and so forth. In many cases the development of such products is hardly possible to individual private enterprise owing to the knowledge, capital, and time required; an organized and continuous State department with a keen perception of the markets, exactly fills the position. At present teak plantations are almost the only form of such enterprise; mahogany can hardly be said to have been seriously tried though long ago introduced, perhaps a more extended



introduction of commercial valuables may now be possible. At the Peradenia and Hakgalla Government gardens in Ceylon, especially at Hakgalla the camphor tree is being successfully and rapidly grown; probably cuttings from those gardens could be obtained and, for experimental purposes, would prove better than seed from Formosa, which however will be needed for extended cultivation.

39-A. *Minor Produce.*—In this connection the desirability of developing the collection of existing forest produce other than timber is suggested; it is admitted by the Conservator that this is undeveloped and that more might be done; *e.g.*, there is a demand for the valuable gum kino, but the collection is prohibited because of doubts whether its collection may harm the trees which produce it, a doubt which might surely be easily solved. There must be many rich products in these forests, and it would be well to ascertain and collect them. Obviously however the Conservator is right in alleging that the small income is due to the present inaccessibility of the interior of the main forests, through the entire want of internal roads. This want has been adverted to by successive Residents, but is still a want; in 1070 and 1071 together, only Rs. 3,409 were spent on forest roads, in 1072 Rs. 1,979 out of Rupees 3,398 sanctioned, in 1073 only Rs. 819 out of Rs. 1,582! As a provision for roads and bridges this allotment is insignificant and the failure to spend even the allotment is regrettable, an expenditure of less than one rupee per 500 of income is mistaken economy. Moreover it would seem that not only roads but decent shelter sheds for staff and workmen should be provided, if the forests are to be properly explored and exploited.

It may also be suggested in view of the approaching railway construction that special consideration be at once given to the supply of sleepers; *irul* and other suitable timbers appear to abound, perhaps they are also accessible. Two lakhs of sleepers at Rs. 2-8-0 to Rs. 3 each would be a large addition to forest revenue.

40. *Financial results.*—These are somewhat involved and appear to be really better than appears by the statistics given in paragraphs 311 and 312.

Taking the figures as they stand there was a gross income of Rs. 4,22,344 and expenditure of Rs. 2,89,984 and a net surplus of Rs. 1,32,360. This does not compare well with 1072 with figures as follows:—

| | RS. |
|---|---|
| Receipts .. .. .. .. .. .. .. .. | 4,37,127 |
| Expenditure .. .. .. .. .. .. .. .. | 2,31,769 |
| Net surplus .. | 2,05,358 |

*Per contra*, however, there was under receipts an immense increase in timber at depots at the close of the year, viz., from 6,741 to 11,794 candies worth at least 1½ lakhs; this is due to the department having undertaken the direct cutting and removal of timber, while the demand slackened by reason of stagnation in the Bombay trade and the delay in confirming the Nagercoil contract; moreover, purchases in former years from Bombay were largely paid in advance. The Public Works Department also owe Rs. 36,948 this year as against Rs. 29,016 in the previous year, and outstanding advances having been chiefly recovered in 1072 fell off in 1073. Hence the decline in income is nominal; the Conservator estimates that the gross income would have been Rs. 5½ lakhs under ordinary circumstances. Similarly the increase in expenditure is due chiefly (*a*) to the cost of departmental cutting and transport of timber, (*b*) to the debiting of the charges for transport of the Public Works Department timber to the Forest Department instead of to the Public Works Department. The large salary increase is due to the full introduction of the reorganization.

Travancore forests pay very well, but are only in their infancy as regards working, productiveness, and revenue: their potential value is immense.

41. *Cardamoms.*—Under the new system the cultivation of cardamoms is increasing with great rapidity and European planters are now entering on the business; this should develope production not merely in quantity, but in quality and price, a most desirable result, since Travancore cardamoms appear to sell at about half the rate of the Mysore article; it seems a matter of new seed and proper curing. During the year 319 new pattas were issued for 6,000 acres of forest land, and 6,000 acres more

have been applied for and are under survey; in a few years cardamoms should be a source of large revenue at the present rate of Rs. 6–4–0 per acre. The business is one which requires and will repay much care in fostering and management by the Sirkar and by planters alike; it has the advantage of utilizing and not injuring the forests.

### Trade.

42. Excluding the transactions on account of Government and leaving aside internal trade,—correct statistics for which are not available,—the value of the entire external trade of the country was Rs. 2,36,14,516 against Rs. 2,47,98,100 of last year. Of this figure Rs. 1,44,55,893 or 61·2 per cent. represented the value of exports, and Rs. 91,58,623 or 38·8 per cent., that of imports.

As usual the chief staples of the export trade were the various products of the cocoanut tree; other chief articles were arecanuts, dry ginger, coffee, jaggery, timber, pepper, cardamom, rice, &c.; coffee and tea declined by 21 and 2 per cent., respectively, as compared with last year. The chief imports were piece-goods, cotton, and thread, rice and paddy, and tobacco.

It is probably due to the climate and to peculiarities of dress that the total imports of piece-goods, cotton, and thread, only aggregated Rs. 18,86,057 in value (21 lakhs in 1072), though Travancore produces neither cotton nor wool, is wholly dependent for them on her imports, and has a population of over two and a half millions; apparently 12 annas per head is a fair average; some of the poor, even near civilization, still wear grass garments. It is curious that Travancore spent thirty-one lakhs on tobacco as against nineteen on clothing.

As usual, over 86 per cent. of the trade was with British India and about 10 per cent. with Ceylon. Direct imports from foreign countries represent 1·63 per cent. against 2·3 in 1072.

43. *Factories.*—The rates of wages are not intelligible, as they cannot have altered since last year to the extent mentioned; five and a quarter chuckrams (three annas) cannot be the lowest wages since children are employed, and nine chuckrams (five and a quarter annas) cannot be the highest wages where skilled male labour is employed; possibly these are averages as in appendix 17.

### Public Works.

44. *General.*—The year showed a record in expenditure, viz., Rs. 23,68,667, of which Rs. 19,79,420 were spent by the Public Works Department and Rs. 3,89,247 by the Maramut Department; the Public Works Department expended Rs. 3,22,780 more and the Maramut Department Rs. 81,850 less than in 1072. In paragraph 337 are mentioned the chief non-budgeted causes for part, perhaps two lakhs, of this excess; the Kotayar project accounts for another one and a half lakhs. Moreover an item of Rs. 59,442 under "Miscellaneous" is not a true expenditure of the year at all but is an amount, accumulated from previous years, written off the accounts. Every branch, however, of work shows an increase, but especially communications and irrigation.

45. *Establishment.*—This cost Rs. 2,17,859 or 12·91 per cent. of the total expenditure; 13·37 if Rs. 59,442 under "Miscellaneous," alluded to above, is omitted (paragraphs 340 and 371). Allowing for much that is done by the Maramut Department, the Public Works Department has to carry out in Travancore many works notably communications, educational, and sanitary works, which in British India are done by Local Fund and Municipal Engineers; hence one among several reasons for a large staff. The ratio however to expenditure is low, while much high class work is being done.

46. *Communications.*—These absorbed Rs. 8,13,619 or about half (48·20 per cent.) of the whole cost of actual works exclusive of establishment, tools and plant; of this, Rs. 4,90,429 were spent on original works and Rs. 3,23,190 on repairs, original works including complete restorations of existing roads as well as new roads and new bridges. Several original works were undertaken as famine-relief works on which the non-budgeted amount of Rs. 84,302 was spent. Altogether 2,007 miles of cart road, 879 miles of village road, and 152 miles of water-way were maintained by the Public



Works Department, as well as 404 miles of tracing for new roads. Paragraph 345 relates to criticism in last year's review on the comparative mileage and outlay in the several divisions.

Paragraph 352 shows several large reconstructions on very heavy estimates in hand, *e.g.*, on the important road from Kóttayám through Peermade to the Periyár and Madura, a lakh of rupees was spent out of an estimate for five and a half lakhs; the main Southern road from Trivandram by Nagercoil and Aramboly (54 miles) and thence to Tinnevelly—perhaps the heaviest worked road outside of Madras City—had Rs. 67,692 on an estimate of Rs. 1,63,850; on the High Range road from the west to Munar Rs. 25,938 were spent, chiefly in tracing the new bridle-path through 40 miles of dangerous terai: this last road is mentioned in some detail in paragraph 353. Repairs as well as construction are heavier than in the Madras Presidency, because the heavy rainfall demands first-class and permanent original work both in roadway and bridges, and thoroughly sufficient, continuous, maintenance.

47. *Bridges.*—Owing to the character of the country with its heavy rainfall and numerous rivers, streams, channels and drainages, bridges are a heavy item in road construction, and in many cases roads are, or would be, almost useless without bridge-work of almost greater cost than the roads. With some exceptions *permanent* bridge-work, especially over main streams, was absent from Travancore communications till of late years; large rivers except in places were and are unbridged; small streams were crossed by wooden platform bridges which rapidly rot. Rupees 1,04,082 were consequently spent in 1073 on bridges, besides a smaller sum on petty bridges and culverts. Paragraph 356 shows some of the more important permanent bridges now in hand; the smaller ones actually repaired in 1073 are numbered by scores. Much, however, remains to be done and much to be restored.

48. *Canals.*—Only 152 miles of waterway are maintained at a cost, in 1073, of Rs. 34,242, a sum much in excess of the usual allotment. This mileage is a mere trifle out of the actual waterways, for most of which, however, little or no maintenance is required for ordinary traffic, especially in the Northern division, where, as in Shertallay, the country has vast areas of backwater, or where as in Changanacherry over large reclaimed areas, there can be no roads but only rivers and canals and travellers, even children, paddle rather than walk. The waterways of Travancore, especially from the centre to the north, are highly ramified and already excellent for all classes of country traffic; they might, on main lines, be developed into splendid waterways. The cost of travel and transport on Travancore waters is, perhaps, one-fourth of ordinary cart charges while quite as speedy and far less risky for goods and more comfortable for passengers.

49. *Condition of the roads.*—Paragraph 344 gives the Chief Engineer's opinion as to the improved condition of the roads. Having acted as Resident early in 1897 and returned at the end of 1898, I can endorse this opinion for hundreds of miles of the chief roads, such as the main Central road, the main Southern, the Kóttayám to Kumili road, &c. The main Southern is, over the 40 miles now repaired, like a highway in England, and where I was compelled, by the condition of the road in 1897, to leave my carriage and walk; it is now pleasant, but for the traffic, to drive at speed; I travelled expeditiously, even through heavy rain, over very many miles on other roads which I was warned in 1897 to avoid because of the bad surface or rotten bridges. Much, however, remains to be done both in re-metalling and bridging for which time is required.

50. *Buildings.*—These are necessarily extremely numerous; a rough list, excluding all palaces, temples, &c., which are under the Maramut department, shows 814 public buildings, many very large and costly. But experience shows that many have yet to be built since courts and cutcherries are antiquated, hospitals unbuilt, police stations, schools, proverthi cutcherries, &c., wanting; a rough list of immediate requirements shows more than 100 buildings; the medical section mentions about thirteen hospitals already sanctioned; school buildings of a good class are much required in many places, though many have been built or sanctioned, hence the allotment for buildings is heavy; the mere repairs on buildings worth at least 50 lakhs—35 lakhs have been spent in additions and repairs since 1040—being Rs. 1,05,584 or, say, 2 per cent. on the above low value; this is not high for a south-west monsoon area. New

constructions cost Rs. 2,74,785, 56 of the chief items being shown in paragraph 362 which well depicts the needs now being supplied in the way of cutcherries, schools, hospitals, &c.

51. *Irrigation Works.*—The outlay on these was Rs. 3,68,490 or Rs. 98,137 in excess of 1072. Of this sum new constructions absorbed Rs. 3,28,796 as against Rs. 1,66,980, while repairs fell to Rs. 39,694 from Rs. 1,63,373. This is due to the Kotayar project, on which Rs. 3,12,561 were spent as against Rs. 1,52,614 in 1072. The large expenditure on this work, chargeable properly to Capital, has, with unforeseen items, temporarily upset the equilibrium between State income and expenditure.

Progress on this promising work is mentioned somewhat fully in paragraph 366; the revised estimate for the fully developed project is now under consideration by the Darbar and revenue investigation is proceeding. Next year's report will doubtless contain the decision which is awaited with great anxiety by lakhs of people in the South, whose dry lands (undulating red soil), situated in a tract comparatively rainless and precariously fed wet lands, would be rendered invaluable by a successful and complete scheme. It is the irrigation of the large areas of good red land which is the most interesting portion of the scheme and that which promises the most profit to people and to Sirkar.

52. *Reclamation.*—There is no entry under this head, though the shallow backwaters lend themselves to reclamation over very large areas.

53. *Miscellaneous.*—The items under this head aggregate Rs. 1,25,363 as against Rs. 52,044 in 1072. Two items are noteworthy: (*a*) Rs. 59,442 is not a true expenditure, at all events of the year, but is simply a sum written off the accounts; of this Rs. 52,168 represents "the deficiency *of several years* on account of wastage on working timber" in the Public Works Workshops, while Rs. 7,274 is an outstanding under the head of "Advances" for salaries paid to the old temporary establishment abolished under the reorganization of 1071.

Item (*b*) is a sum of Rs. 34,036, being part payment (about half) of the cost of an installation of oil-gas works (paragraph 337). The total cost of this installation is Rs. 78,866, but the plant is large enough to enable further development by merely extending the pipe-line, and to work a large gas-engine in the shops where a new engine is necessary.

54. *Tools and Plant.*—The steam road-rollers appear to save their cost in giving a hard uniform surface to the newly metalled roads.

55. *Rules.*—Paragraph 377 recites the purport of several useful and obviously needful rules regarding estimates.

56. *Maramut Department.*—This calls for no special remark in this review except that its expenditure was kept down because of the high expenditure in the Chief Engineer's department.

### Anchal or Post Office.

57. There were at the close of the year 95 anchal offices and 127 letter boxes, as against 85 and 126 at its commencement. The introduction of village anchal offices, of which seven were opened during the year, is a new feature; they are to serve as feeders to the main offices and are placed under the charge of the village schoolmaster with an extra allowance.

The anchal includes a transit service for passengers and parcels by backwater from Trichur (Cochin) to Trivandram. Quinine and chlorodyne are also sold at all offices. Covers, both official and private, increased by about 2¼ lakhs or 10 per cent. Cash receipts were Rs. 57,117 and charges, including the transit, Rs. 75,352, but all official covers and parcels are sent by anchal which thus yields a large profit. The transit service is worked at a loss since private companies run their boats at lower fares; the Sirkar fares have, therefore, been lowered. It is not clear why the Sirkar should continue its service since private agency can successfully deal with the trade.

### Revenue and Finance.

58. *Salt.*—During the year 115,709 maunds of salt were manufactured at the local pans against 103,300 in 1072. Including the balance of previous stock there



were 430,161 maunds of Home salt for sale at the bank-shalls, of which 259,950 were sold during the year, leaving a balance of only 170,211 maunds in stock.

Four hundred and twenty-two thousand maunds of Bombay salt were contracted for and 371,722 were delivered; adding salt in hand, 527,967 maunds were available for sale, of which 385,404 were sold, leaving a closing balance of 142,563 maunds; hence at the close of the year there were in hand of Home and Bombay salt 312,774 maunds, or about half a year's consumption, as against a previous average closing stock of about 570,000 maunds, or nearly one year's consumption; this balance seems too low.

The noticeable feature is the decline in 1072 and 1073 of the outturn of Home salt which accounts for this short stock. The steady continuous increase in sales of this salt from 142,059 maunds in 1068 to 265,598 in 1072 and 259,950 in 1073 negatives the idea that Bombay salt is generally preferred; as Home-made salt became available so the Bombay sales declined, viz., from 464,521 maunds in 1068 to 354,489 in 1072. But while in the four years, 1068 to 1071, the outturn of Home salt averaged 251,095 maunds, with a maximum in 1070 of 314,413 maunds, the output in 1072 and 1073 fell suddenly to 103,300 and 115,709, respectively. In 1072 the bad yield was attributed to bad season; in 1073 the season is reported (paragraph 399) to have been favourable; hence the short output must be due to other causes and is very regrettable for several reasons. Opinion in the south to Travancore and at the pans is strongly in favour of a development of the Home manufacture, and of a change to the excise system as in British India; the Tamarakulam pans are capable, it is said, if developed of supplying the whole of Travancore, and other pans, such as the formerly existing ones at Colachel, are available. The development of the home manufacture would not only yield profit to salt ryots, to internal trade, and to the Sirkar, but would render possible the fish-curing industry, a matter of great importance, economically in largely increasing the food-supply, hygienically in improving the present supply of fish which, having scarcely seen salt, renders noisome the roads, backwaters and bazaars.

59. *Charges and net Revenue.*—The gross receipts from salt during the year amounted to Rs. 19,76,789 against Rs. 18,99,618 in 1072. The charges were Rupees 3,55,591 against Rs. 3,43,612, and the net revenue Rs. 16,21,198 against Rupees 15,56,006. The consumption of salt per annum was 20·2 lb. per head against 19·4 in 1072.

### Stamps.

60. There was a slight increase in the gross revenue, Rs. 3,57,484, and a slight fall in the net revenue, Rs. 3,23,037, owing to large purchases of special paper and of a perforating machine.

### Excise.

61. Tobacco showed a slight recovery from last year, viz., Rs. 10,02,567 against Rs. 9,75,216; it is still below the average of the previous four years, viz., Rupees 10,23,863, but above that of the five years, 1,063 to 1067, viz., Rs. 9,32,718. Probably the fall is due to the changes in duty in 1071.

62. *Abkári.*—Abkári collections increased from Rs. 5,74,743 in 1072 to Rupees 6,11,624 in 1073. Part of this increase is due to the results of the tentative change to the excise system for arrack in the Trivandram taluk; this will doubtless be shortly extended to the whole State if the experiment is a success in deriving increased revenue from diminished consumption. It would be well if the present consumption, at least of arrack, throughout the State, could be stated with some accuracy; no statistics are given in the report regarding the number of arrack and toddy shops in the State, the quantity and price of liquor consumed, the area and population per shop, &c., though such facts are, by the nature of the subject, far more important than mere revenue figures.

### Customs.

63. Customs remained almost the same at Rs. 6,27,732, of which 97 per cent. was derived from export duties.

VITAL STATISTICS.

64. *Sanitary Statistics—General.*—These are very imperfect. Births, as recorded, have steadily fallen from 23·3 per mille in 1071 to 15·3 in 1073; deaths from 19·5 to 15·7; the statistics of the Madras Presidency, however imperfect, show 28·7 and 25·4 per mille, respectively, at the Madras Presidency rate, births instead of being 40,000 should be 72,000 and so on. Four taluks show death-rates between 10 and 6 and 21 between 20 and 10 per mille, while the towns of Nagercoil and Trivandram show birth-rates of about 60 and 40 per mille and death-rates of about 41, the towns of Quilon and Alleppey show births as 12 and 16 and deaths as 18 and 25 per mille, respectively. Infantile deaths are recorded as only 31·6 per mille, those of the Madras Presidency being 169; one taluk shows only 6·9 per mille and Nagercoil—by no means a very healthy town—only 8·95. The State labours under village disadvantages in the collection of vital statistics, but at present the accuracy of its statistics is on the decline. The remark in paragraph 459 as to suicides is erroneous; male suicides are three times as numerous as those of females—see Appendix 14, &c.

65. *Vaccination.*—The statistics show very numerous cases far surpassing those of the Madras Presidency in their ratio to population, viz., 6 per cent, as against 3·6 per cent. The total number was 151,895; deducting 6,062 re-vaccinations, the primary cases were 145,833 or more than 3½ times the recorded births. These extraordinary results suggest the need for very careful verification; in the Madras Presidency 52 per cent. are verified by responsible officers, who, again, are checked by their own superiors and by the numerous revenue officers for whom village copies of the vaccinators' lists are kept; in Travancore only 24 per cent. were verified, and one officer only verified 12 per cent. Experience shows that without full verification returns are too often fudged where merit is gauged largely by figures.

The percentage of successful cases was only 86·36 in primary cases against 92 in the Madras Presidency; this poor result is probably due to ineffective glycerine paste. About 42,000 cases were from arm lymph since glycerine paste was bad or irregularly supplied; proper supply is merely a question of arranging a good system; with numerous anchal offices this is easy.

SANITATION AND CONSERVANCY.

66. Full precautions were taken against plague: this, and the usual developments, caused a considerable increase in the charges, viz., Rs. 12,534, or nearly 30 per cent. The town improvement committees were five in number as in 1072, and the Darbar records its approval of their work; the attendance at meetings, however, seems to be capable of improvement. It is very regrettable that no progress was made in Trivandram in the very important attempt to establish private scavenging.

All funds were met from the Sirkar Treasury both in town and country; the total expenditure was Rs. 1,08,696.

MEDICAL RELIEF.

67. *Institutions and Staff.*—Brigade-Surgeon-Lieutenant-Colonel Esmonde White quitted Travancore soon after the close of the year, and the Darbar has placed on record its appreciation of his excellent services as Darbar Physician and head of the Medical department for ten years.

There were 77 medical officers in the department of all grades, from Surgeon to Hospital Assistant, besides the usual subordinate staff; these served in 22 hospitals and 19 dispensaries, exclusive of special institutions, such as the Leper and Lunatic Asylums, &c.: there were also 42 aided vydiasalas (native dispensaries) and six other grant-in-aid institutions; altogether 100 institutions: the Neyoor hospital, however, is counted and aided as only one institution, whereas it is merely the headquarters of a medical mission, with 14 other scattered hospitals or dispensaries not included, except Nedungolam in the above, and relieving 60,000 patients per annum, of whom 4,225 were, in 1897–98, visited at their own houses.

68. *Patients treated.*—The total of persons treated was 522,504, of whom 372,191 were in the Sirkar institutions, in which patients showed an increase of nearly 12 per cent., and surgical cases of 23 per cent.: the total charges increased by about 10 per cent. and amounted to Rs. 2,53,687.



69. *Midwives.*—The work of the 24 midwives was more than usually miserable, their total being only 360 cases: this has been adverted to in successive reviews; there must be some reason for these poor results especially amidst so large a Christian population. In one place no cases were treated; in others from two to eight.

70. *Cost of Patients.*—The cost of medical treatment in the Sirkar institutions was As. 10–8 per patient: this is obtained by dividing the total cost of the department—including the pay of the Darbar Physician and other charges of general supervision, but excluding building charges—by the number of patients. The cost of medicine was about 9½ pies per patient but only 7½, excluding the two Maternity hospitals at Quilon and Trivandram, where the cost of medicines must have been very heavy. Dieting cost about As. 2–6 per diet. Grant-in-aid patients at dispensaries on European methods cost the Sirkar only about one anna per patient.

71. *Lunatic and Leper Asylums.*—The Lunatic Asylum did its usual work. The Leper Asylum statistics are a curious commentary on the leper segregation question; the asylum is an excellent one, splendidly situated and well cared for, but out of 269 inmates (97 at the beginning of the year and 172 admissions) 123 were discharged for misconduct or absconded; the figures are unfortunately not separated. The employments of the patients, other than amusements, are not stated.

72. *Finance.*—The expenditure on the Medical department was Rs. 2,53,687, of which 48·5 per cent. was for salaries—increased from last year by additional hands (7 Apothecaries, 3 Hospital Assistants, 14 Compounders, &c.) and increments fallen due—16·7 on medicines and instruments, 18·7 per cent. on dieting, and 15·7 per cent. on bedding, clothing, batta, &c. The continued expansion of expenditure is, as shown above, more than met by the large increase in patients. Efforts are being, made to substitute bazaar medicines for similar drugs procured from England; this, if feasible, is desirable. As in 1072 the expenditure given in the text (paragraph 512) differs considerably from that entered in the financial statement [paragraph 443 (22)].

The questions of limiting *direct* medical expenditure especially on the rapidly increasing item of salaries, of payment for medicines especially special ones by those who can afford it, and of receiving paying in-patients, are under correspondence.

73. *Grants-in-aid.*—The vaidiasalas are dispensaries of a private character worked by vaidyans who have received a special training at the Hindu School of Medicine at Trivandram; they treated 62,050 patients in 42 dispensaries, at a cost to the State of Rs. 10,010, or As. 2–7 per head. These medical men are required, as a preliminary to receipt of State aid, either to have passed the highest examination in the above medical school, or to have satisfied a competent board of their knowledge of the system of native medicine as propounded in Ashtangahridaya. It is hoped that they possess a competent knowledge of anatomy and surgery; it is in these matters that native practitioners are so often defective.

There were six institutions worked under European methods which received regular grants-in-aid and treated 686 in-patients and 69,174 out-patients at a cost to the State of only Rs. 4,633 or just over one anna per head; three of these were in planting areas. Special grants were also made to four other institutions. It may be suggested that since the difference in the cost of patients to the State in Sirkar (As. 10–8) and aided (As. 1–6) institutions is so great, the grant-in-aid system might be more relied on for any further extensions of relief. The maximum grant is Rs. 1,200 per annum for which is required a *minimum* of 18,000 patients per annum and no further grant can be earned.

74. *Medical School.*—A medical school at Trivandram for the training of Hospital Assistants for State and private practice was determined on during the year and established at the beginning of the current year. It is an experiment which will require careful watching and testing. In view of the obviously increasing demand for European modes of treatment and the growing cost of the State department, the encouragement of sound private enterprise is very desirable, but there must be no doubt as to the soundness.

75. *Buildings.*—The rapid increase in institutions necessitates, as in other Travancore departments, a large expenditure in buildings, both as new constructions and for repairs. It may be suggested that some, at least, of the new buildings should

be on the separate cottage system as in a cheap but effective way at Kulasegaram in order to give caste patients the benefits of hospital treatment as well as for obvious reasons of hygiene and comfort to patients; this would also admit of receiving paying in-patients. I have seen frequently the need for such wards. The Darbar Physician states in his report that the buildings are "in a very defective state throughout the State." I notice that for thirteen institutions complete buildings have been sanctioned, seven of them in 1894; out of these nine have not yet been put in hand; the rest were under construction. As in other departments, business has in many cases increased faster than accommodation.

## Instruction.

76. *General Statistics.*—Schools and scholars increased from 3,274 and 160,368 to 3,371 and 165,489 or by about 3 per cent. During the past five years the increase has been 26·8 and 39 per cent., respectively, from the figures of 1069. In round figures one-fourth of the pupils are at Sirkar schools, one-fourth at aided, and one-half at unaided schools; numerous schools were transferred during the year from unaided to aided.

77. *Number of pupils under instruction in proportion to population.*—Boys rose from 123,716 to 127,056 or by 2·7 per cent.; girls from 36,652 to 38,433 or by 4·9 per cent.; 41 per cent. of all boys and 13 per cent. of girls of school-going age (taken apparently at $23\frac{1}{2}$ per cent. of the total population and not at the ratio accepted in Madras) were at school, the ratio having risen in five years from 30 and 8 per cent, respectively; nearly one-fourth of all pupils are girls. It is interesting to note that some of the Malayali Brahmans, both boys and girls, are pupils; also that the backward classes show an advance.

78. *Finance.*—The gross expenditure, as entered in paragraph 536, was Rupees 3,98,115, the income, chiefly from school-fees, Rs. 80,761, and the net cost to Government, Rs. 3,17,354. From the column for "Cost per pupil" it will be seen that each pupil in aided schools cost the Sirkar more than in Sirkar schools in English primary and Vernacular middle, and slightly less in the Vernacular primary schools; English middle and high schools for boys cost the Sirkar about the same per pupil. The figures in this column and some in other columns disagree materially with those in the text, 542 to 587 being calculated on different principles, which is confusing; the cost per college pupil is wrong and should be Rs. 191.

79. *Institutions by Standards.*—Government colleges increased by one, the Maharaja's high school for girls having become a second-grade college. There is nothing special to remark on collegiate education. English high and middle schools showed an increase in pupils, but the attendance in aided schools was unsatisfactory: there were no less than six English High schools unaided. The two English Primary schools nearly (one wholly) paid their expenses, while the aided schools cost the Sirkar Rs. 3–15–3 per pupil.

The Vernacular schools had nearly 93 per cent. of all pupils and increased in number and strength: of these schools, 388 with 37,602 pupils were Sirkar, 752 with 39,478 pupils were aided, and 2,120 with 76,374 pupils were unaided schools. Aided schools increased largely owing to the development of the grant-in-aid system. Three of the above were high schools (one for girls), 79 middle, of which 32 were for girls and 3,178 primary. The results of examination and attendance in the Sirkar high and middle schools were not particularly satisfactory, the aided Middle schools did better, especially the Nagercoil Girls' Boarding school. Primary schools increased in number and strength; the attendance was bad in the Sirkar schools but somewhat better in the aided schools.

80. *Attendance.*—Perhaps the most noticeable feature, apart from the steady increase in pupils, is their bad attendance. In Sirkar Vernacular primary schools, it was 70 per cent., with especially bad returns in the Southern range; in aided primary, it was better, viz., 79. In Vernacular middle schools it was about 75 per cent. for boys but only 62 for girls (Sirkar): in Vernacular high schools, attendance was about 80 per cent. except in the Trivandram girls' school, where it was 68·5. In Sirkar English middle schools it was 86, in aided 83·6; in Sirkar English high schools 80 to 87 per cent., and in aided schools apparently below 80 per cent. except



in the convent girls' school where it was 87·3. To those accustomed to read of German schools with a percentage of attendance of over 99 per cent., sickness alone being an excuse, punctuality and regularity the almost invariable rule, these frequent and too often causeless absences are astonishing. An insistence on better attendance would go far to inculcate the very needful habit of punctuality.

81. *Training Schools.*—There were three of these essentials to education—one English, one Vernacular for men, started only in the year under review, and another for females. The English school trains for high, middle and primary school certificates; of the vernaculars, that for males trains only for the vernacular lower grade certificate, that for females for both higher and lower. The English school only passed completely 16 out of 31; the vernacular for males 21 out of 29; in the female normal school three passed the higher and three the lower certificate examination. There were also four aided training schools—two for females and two for males; these were chiefly, if not entirely, for Christians. The Holy Angel's Convent school was fairly successful; so also the Mission Cambridge Nicholson Institution at Kottayam.

In this connection the table in paragraph 535—qualifications of teachers—is instructive; omitting colleges and training schools, the results are as follows:—

| Classes of Institutions. | All schools together. | | | Vernacular Primary schools. | | | — |
|---|---|---|---|---|---|---|---|
| | Trained teachers. | Untrained teachers. | Percentage of trained teachers. | Trained teachers. | Untrained teachers. | Percentage of trained teachers. | |
| Sirkar .. .. | 165 | 1,377 | 10·7 | 23 | 779 | 2·9 | Percentages approximate. |
| Private, aided .. | 103 | 1,487 | 6·5 | 60 | 1,276 | 4·5 | |
| Private, unaided .. | 16 | 2,675 | 0·6 | 5 | 2,545 | 0·2 | |
| Total .. | 284 | 5,539 | 4·9 | 88 | 4,600 | 1·9 | |

In other words, about one in twenty of all teachers in all schools together were trained, but in Vernacular primary schools, where perhaps nine-tenths of the scholars get the whole of their education, less than one in 50 is trained. Sirkar schools show best in "all schools together," but in Vernacular primary schools they are considerably behind the aided schools; the number in the unaided schools is a negligible quantity. Of course, a large number of the primary private schools are for the backward classes, an argument indeed for specially trained teachers, since the one object of the education of such classes is to develop their intelligence. It is also true that, especially in Sirkar schools, some teachers have "a general education test" which, however, may be and often is of the smallest description; in Sirkar schools two-thirds of the untrained teachers, in aided schools one-third, and in unaided schools one-sixteenth have this small and vague qualification.

These figures coupled with those showing the school strength (paragraph 77 *supra*) disclose the chief anomaly of Travancore education; viz., so great an effective demand for education that there are, in proportion, more than twice as many boys and four times as many girls at school than in the Madras Presidency, and yet no effective supply of *trained* teachers; it is only in the year under review that the Normal school for the Vernacular school teachers has been started, while at the present rate of, say, 25 trained per annum, but trained for a period of *one year* only, it will take above 30 years to supply even the existing Sirkar Vernacular primary schools. The State has the funds and a strong department; if it has the will it can give to its children an education equal to that of any country in the world. But for *that* its teachers must be taught; the requisites are many more at training schools with, at least, three years of training; in Germany it is, even for village school teachers, from a minimum of three to a maximum of seven years upon a sound substratum of education at least equal to the upper secondary standard; assured and decent prospects, and, both by rule and practice, obligatory preference for promotion or increased grants, in the case of trained teachers. There are obvious economies as well as sources of income, from which educational expenditure, not at all too high at

present, may be met. In the development of the *quality* of education, the new educational boards described in paragraph 675 of the report for 1072, and now 31 in number, may be of the highest value.

There are no sessional schools as in the Madras Presidency.

82. *Buildings.*—School accommodation is improving; some good Sirkar buildings are or have been built, and aided schools are improving in building and furniture. Frequently, however, the chief improvement, viz., the provision of properly directed and sufficient light, is not found.

83. *Agricultural Demonstration Farm.*—The "Agricultural Demonstration Farm" is an isolated institution, and being so, its utility is doubtful. Eleven young men are trained there as agricultural teachers, and nine primary schools have now been "converted into Agricultural schools;" this probably means that agricultural teaching is given therein. But the training, agricultural or general, of the teachers can hardly have been very effective, and I have not heard of agricultural school plots or even of a text-book. In fact, if serious agricultural work is to be done, there must be a system and an organization which do not exist.

84. *Industrial Schools.*—The Sirkar industrial school continues to teach drawing and designing, and some apprentices get scholarships for working in metal, wood, pottery, &c. The stock of manufactures appears to be accumulating manufactures in 1072; were valued at Rs. 6,314 and sales at Rs. 5,730; the closing balance of manufactured goods being Rs. 6,879; in 1073, the manufactures were Rs. 7,894 and sales only Rs. 4,972, leaving a further balance of Rs. 2,922 or Rs. 9,801 in hand. This is not promising. The net cost to Government was Rs. 8,178 or—by paragraph 536—Rs. 12,498. This also is an isolated school unconnected with any organization or system. To be of use it must be capable of creating or of supplying a demand whether for its arts, its industries, its products or its men.

85. *Sanskrit College.*—The Sanskrit College, Trivandram, had 210 students; all candidates for the two grades of examination passed. The cost to Government was Rs. 9,332.

86. *The Reformatory School.*—This school increased in strength, and had 24 inmates at the close of the year, occupied in study, in gardening—only in ⅛ of an acre—and in the making up of quinine packets and office covers. The reward system has now been introduced and should prove useful. It might be well to introduce industries such as would enable boys, on leaving school, to take up honest remunerative work by which they could live.

87. *Registration of Books.*—Literary activity as measured by the output of books or pamphlets was quite inconsiderable, notwithstanding the scholastic activity of the people in general, and the consequent field—if not demand—for interesting and stimulating literature in the Vernaculars or in English. Possibly the State might find a method, whether by grants of honors or premia or otherwise, of stimulating literary inertia; with myriads of readers, good literature should find a profitable market. None or only one of the nine publications was of much general interest or usefulness.

88. *Museum and Public gardens.*—The cost of this institution rose to Rs. 34,384, but it is becoming a very attractive feature of Trivandram and a place of much resort. The report does not state whether the gardens are being utilized for experimental purposes of an industrial character, such as experiments on the suitability of the plains of South Travancore for valuable exotics such as Mahogany and other timbers, drugs, &c. Forest experiments as suggested above might be greatly supplemented if the gardens were experimental and distributive as in Ceylon.

89. *Financial.*—The total outlay on "Education Science and Art" as entered in the financial abstract, paragraph 444, was Rs. 4,86,487 as against Rs. 4,14,200 in 1072: deducting receipts from school fees, sales of manufactures, &c., of Rs. 92,747 as against Rs. 94,210 in 1072, the net cost to Government was Rs. 3,93,740 as against Rs. 3,19,990, an excess of Rs. 73,750. But the expenditure for education alone, as tabulated in paragraph 536, was Rs. 3,98,115, of which Rs. 80,761 were recovered as



fees, &c., leaving a net cost to Government of Rs. 3,17,354 or Rs. 49,202 in excess of the net cost in 1072, the figures for which were Rs. 3,44,371, Rs. 76,588 and Rs. 2,68,152, respectively.

The educational excess of Rs. 49,202 is chiefly due to increased grants-in-aid which according to paragraph 536 cost Government about Rs. 33,121 in excess of those for 1072; the remaining excess of Rs. 16,081 is accounted for by the increased number and cost of the Sirkar schools less a large reduction in the cost of the college.

MISCELLANEOUS.

90. *Mint, &c.*—No special remarks are called for as regards the Mint and Elephant Department. The Government Press was re-organized and improved, and while it cost Rs. 5,978 more than in 1072, gross returns were Rs. 11,274 higher, leaving a much larger net profit.

91. *Stationery.*—"Stationery" shows a financial increase due to larger purchases [paragraph 444 (28)]. The table in paragraph 627 is constructed to show the values actually debitable to 1072, 1073 and 1074, respectively, and does not represent actual treasury disbursements which, as shown in paragraph 444 (28) are widely different and might lead to mistaken inferences. The actual amount in excess in 1073 over 1072 was only Rs. 15,726 against which must be set off the large increase in stock—Rs. 52,819 as against Rs. 28,795 at the beginning of the year—to be carried over to 1074. Hence the stationery expenditure of 1073 was actually less than that of 1072 by Rs. 8,207.

92. *State Life Assurance.*—A very interesting addition to the State Departments is that of a Life Assurance Agency for Sirkar officials receiving Rs. 10 and upwards as salary. It is largely based on the Mysore exemplar, and should work well and beneficially. The word "bonus" in sub-para. 6 means the gross amount payable at maturity of the claim, and not "bonus" in the ordinary life assurance meaning. The work done during the year was trifling, but the year was the first of the scheme.

FINANCIAL.

93. *General.*—Debt heads—a very small amount—excluded the revenue for the year was Rs. 89,20,565, the expenditure Rs. 94,80,173 and the deficit Rs. 5,59,608 or debts heads included Rs. 5,61,243.

The following table compares actuals for 1073 with those for 1072, with the original budget, and with the revised budget:—

| — | Actuals, 1072. | Actuals, 1073. | Budget, 1073. | Revised budget, 1073. | Difference, columns 2 and 3. | Difference, columns 3 and 4. | Difference, columns 3 and 5. |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Receipts .. .. .. | 88,28,223 | 89,20,565 | 85,73,[illegible]8 | 88,58,403 | + 92,342 | + 3,47,237 | + 62,162 |
| Expenditure .. .. | 88,89,502 | 94,80,173 | 87,70,678 | 88,36,949 | + 5,90,671 | + 7,09,495 | + 6,43,224 |
| Deficit or Surplus .. | — 61,279 | — 5,59,608 | — 1,97,350 | + 21,454 | .. | .. | .. |

The following observations occur: (*a*) the actual receipts of 1073 exceed those of 1072 by nearly 1 lakh; this resulted chiefly from a rise in salt (·77), abkári (·37), tobacco (·27), cardamoms (·26), registration (·23), law and justice (·68), against falls in land revenue (1·31), forest (·14), interest (·13), miscellaneous (·24). While the rises represent probably permanent rises by reason of larger consumption, production and business, the falls are due to temporary causes; in land revenue, it is not a fall in revenue proper, but chiefly in sales of land or sales and redemptions of Viruthi (service inam) lands.

(*b*) The budget for 1073 was, as described in the review for 1072, too cautious in estimating receipts, being 3·47 lakhs below actuals, chiefly in land revenue (1·28), salt (·63), abkári (·42), registration (·29), &c.

(*c*) In expenditure the actuals exceeded those of 1072 by 5·9 lakhs, the budget by 7·09, the revised budget by 6·4 lakhs, and the receipts by 5·6 lakhs. It is not understood why there should have been so great a discrepancy between the *revised* budget and the actuals that budget; is dated 5th March 1898, by which time the unforeseen charges for famine, His Excellency's visit, and His Highness's visit to Madras, had all been met and should therefore have been known, while the Chief Engineer's budget for that year should have been at least known, if not criticised and passed, by the time that half the year had elapsed, whereas the budget allotment was still entered in the revised budget as 16 lakhs though the works budget was actually 20·65.

(*d*) The causes for the excess are (1) the non-budgeted items, viz., famine, His Excellency's visit, His Highness's return visit, and the gas-works; (2) budgeted items chiefly Devaswoms (·38), Oottupurahs (·21), general administration (·14), salt (·11), stamps (·17), forest (·58), law and justice (·14), jails (·12), education (·72), sanitation, &c. (·09), troops (·10), elephants and horses (·18), public works (1·09), stationery (·98), miscellaneous (·49), against which there are but few important set-offs, viz., cardamoms (—0·8), medical (—0·29). These increases are the increases over corresponding items in 1072; the same items generally show increases over the budget allotments though not usually to the same extent. In other words not only were there (*a*) heavy unforeseen items, aggregating above 3 lakhs, but also (*b*) nearly every department showed an increase, which though not fully gauged, was expected, as indicated in the budget for 1073 and in the review thereon; it will be seen by the table above that a deficit of 1·97 lakhs was actually estimated in the budget; see also paragraph 85 of the review for 1071. The heaviest item, of course, was in public works, which showed an increase over the budget in the Chief Engineer's Department of 4·15 lakhs; most of the unforeseen items (about 2 lakhs) fell on this department, but with the Kotayar project (3·12) the complete restoration of the great Southern road (·67), the Kóttayam-Kumili road (·99), the high range road (·26), and the writing off of wastage properly debitable to previous years (·59), added to the ordinary charges, it is obvious that excess expenditure was a foregone conclusion, and 16 lakhs, a grant insufficient for the particular expenses of that year. The other departmental increases have been fully explained in the sectional reviews, some, such as stationery and stamps, being mere matters of account, others actual rises.

(*e*) As the result, the opening balance of Rs. 97,02,154 fell by 5·6 lakhs, viz., to Rs. 91,40,911; this forms the opening balance for 1074. Of this, 68 lakhs are in Government paper now at or above par (not "far below" as at the close of 1073), 18·73 in cash at treasuries, 3·35 in goods, and 1·28 in fixed deposit. "Goods" seem much undervalued, even taking merely goods intended for direct and immediate sale; *e.g.*, 1,70,211 maunds of home made salt, 1,42,533 maunds of Bombay salt, timber waiting sale at the depots worth at least 1½ lakhs, cardamoms, stamps, paddy, &c., altogether apart from stocks of goods and materials paid for in the year, but intended for expenditure in 1074, from cash balances and advances with the Public Works Department [item "miscellaneous" in budget statement, charges, 27 (*f*)], and irrespective of Public Works, Medical and other stores.

### Revised Estimate for 1074.

94. *Receipts.*—Receipts are estimated at Rs. 89,27,173 as against Rs. 87,50,703 in the budget. This increase of 1·76 lakhs results chiefly from the marginally-noted changes. The opening balance was Rs. 91,40,911.

| | |
|---|---|
| Land Revenue | — ·30 |
| Salt | + ·49 |
| Stamps | — ·06 |
| Abkári | — ·32 |
| Customs | + ·56 |
| Tobacco | + ·11 |
| Cardamoms | + ·33 |
| Forest | — ·18 |
| Registration | + ·09 |
| Devaswoms | + ·08 |
| Law and Justice | + ·56 |
| Education | + ·08 |
| Public Works | + ·26 |

It seems possible that land revenue, owing to the present rapid disposal of Puthuvals in the Kóttayam division, registration, and forests with the large supply of timber at the depots, may give somewhat better results than are anticipated.



95. *Charges.*—Charges are estimated at Rs. 89,27,652 as against a budget estimate of Rs. 86,55,449, being an increase of Rs. 2,72,203; this results mainly from the charges noticed at side. From the remarks in the budget for 1075 it is gathered that in several cases the actuals of 1073 are the base of the revised figures, *e.g.*, survey and settlement which were much over-estimated, forests and education; in salt the excess is due to larger purchases necessitated by short stock at the end of 1073 and the higher prices of Bombay salt due to the plague; public works are brought up to 19·5 lakhs, of which 16 are for the Chief Engineer's department. The excess in education is based on the actuals for 1073 *plus* an allowance for salary increments, grants, &c., that in medical is due partly to possible expenditure on plague-measures, party to increased establishments, partly to larger hospital charges. Under stationery the increase of Rs. 50,000 is merely nominal; it is payment at the end of 1074 for the supply of stationery for 1075.

| | |
|---|---|
| Survey and Settlement | — ·45 |
| Salt | + ·57 |
| Cardamoms | + ·08 |
| Forests | + ·40 |
| Law and Justice | + ·15 |
| Jails | + ·12 |
| Police | — ·06 |
| Education | + ·25 |
| Medical | + ·40 |
| Public Works | + ·50 |
| Stationery | + ·52 |
| Murajapam festival | + ·20 |

The total receipts being Rs. 89,27,173 and charges Rs. 89,27,652, the year is expected to close with the trifling deficit of Rs. 479, in other words, receipts and charges are expected to balance, and if charges are kept down to estimates, there will probably be a surplus. The closing balance, including debt heads would be Rupees 91,35,645.

It is not however clear how the public works charges can be kept down to 16 lakhs in the Chief Engineer's Department; in 1072 the actuals were 18·24, and in 1073, 19·79 lakhs against budgets of 16 lakhs; deducting 2 lakhs odd for unforeseen charges in 1073, it seems that from 17 to 18 lakhs is nearer the mark than 16, since the same heavy special items run on into 1074 as in 1073, viz., the Kotayar, probably 3·5 lakhs, the completion of the great Southern road restoration (1 lakh), the Kóttayam-Kumili and High range roads, and the remaining half charges for the gas-works. Hence it seems doubtful whether 16 lakhs will suffice. Unless, then, receipts show an increase, the Darbar will have to face another so-called but small deficit.

### Budget Estimate for 1075.

96. *General.*—The opening balance is expected to be Rs. 91,35,645, the receipts Rs. 89,86,811, the expenditure Rs. 90,44,502, and the closing balance Rs. 90,77,954; a deficit is budgeted for, of Rs. 91,143.

97. *Receipts.*—The receipts of Rs. 89,86,811 are Rs. 40,423 above the actuals of 1073 and Rs. 35,075 above the revised estimate for 1074. This estimate appears reasonably based; if customs are estimated at a somewhat high figure, forests, registration, law and justice, seem somewhat low.

98. *Charges.*—Charges, at Rs. 90,44,502 are Rs. 4,63,129 below the actuals for 1073, and Rs. 87,500 above the revised estimate for 1074. With slight exceptions, they are based on the actuals for 1073, altered by the experience of 1074 and expected departmental expansions. Under Public Works 19·5 lakhs are entered, of which 16 are for the Chief Engineer's department; this corresponds with the revised estimate for 1074, but is 4·15 lakhs below the actuals of 1073; with heavy works actually in hand, this may prove insufficient, as suggested in the remarks on the revised estimate; stationery is reduced because of the extra charges in 1074 due to purchase of stock for 1075. An entry of 2 lakhs appears for the Murajapam ceremony; this is sexennial and is due in 1075.

99. *Deficit.*—There is an estimated deficit of Rs. 91,143; this would be a large surplus but for (*a*) the Murajapam ceremony (2 lakhs), (*b*) the Kotayar works (3·25) which, though in the category of directly reproductive works, the Darbar desires to carry out from current revenue. The excellent financial position of the Darbar is thus apparent; though every spending department has, of late, largely developed, the Darbar is able to spend 5½ lakhs outside of its ordinary charges with a small deficit

of less than 1 lakh; in a normal condition there would be a surplus of 4 lakhs. *Provided* that the needs of sound administration, and of well regulated progress in the several departments are met, it is immaterial whether funds for the Kotayar are provided direct from surplus revenue or from a reserve replenished by surplus revenue, and an inspection of the several items of expenditure shows that these wants are, with one possible exception, fully provided for and due expansions permitted. As stated above, the allotment of 16 lakhs for public works may be found insufficient, both in 1074 and in 1075, if ordinary public works, in which are bound up the interests and welfare of the public and the building needs of the several departments, whether Medical, Educational, Revenue, Judicial, &c., are to get full consideration during the progress of special works. It is also probable that if the Kotayar final estimates be sanctioned, it may be found more economical in work and more profitable in results, if work be pushed on by special extra allotment. Subject to these remarks the budget seems liberal and progressive and may be accepted.

### Conclusion.

100. The report and this review show clearly that the year 1073 has been one of general advance, not merely in expenditure but in organization, in administration and in improvements affecting the public welfare. Land revenue was better collected, both current and arrears, survey and settlement progressed, the departments of law and justice did more work, and, in general, with better results; the forest department was reorganized and improved in system; public works showed a larger outturn, effected many desirable improvements in whole or in part, and completed the designs and estimates for an irrigation project of great importance and difficulty; medical services were extended to more people by a developed department, and grants-in-aid were more freely given; education extended considerably, more schools were aided, and the training of vernacular teachers was begun.

The excess of expenditure over income was due partly to unforeseen items, such as the distress, partly to heavy capital expenditure on the Kotayar works, partly to increased and necessary outlay in almost every department. But for the first two reasons there would have been a surplus instead of a deficit, and in the budgets for the current and succeeding year, the deficit is reduced to a small sum notwithstanding that all capital expenditure, even though reproductive as in the Kotayar, is, in each year, to be paid for out of current revenue—a method which, while it shows the excellent financial position of the State, is not free from the risk of a tendency to economy, where economy may be inadvisable.

The year was marked by the retirement of the late Diwan, the Honourable S. Shungara Subbier, C.I.E., whose services to the State have been eloquently mentioned by Mr. Rees in his review for 1072, and in the Government order thereon; I desire as Resident and as a friend to add my tribute of respect for his character and services. In his successor, Diwan Bahadur Mr. K. Krishnaswamy Rao, another personal friend, has taken up the work of administration—*quod bonum, faustum, felixque sit.*

I congratulate His Highness the Maharajah on the advance of the administration towards thorough efficiency and on the continued progress of the State under his watchful and liberal rule.

Copy Corrected by Mr. Nicholson || For H.C
M
22/8/99
22 AUG. 1899 GOVERNMENT OF MADRAS

# ADMINISTRATION REPORT AND BUDGET ESTIMATE

OF THE

# TRAVANCORE STATE,

FOR THE MALABAR YEARS 1073 AND 1075, RESPECTIVELY.

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*From F. A. NICHOLSON, Esq., Acting Resident in Travancore and Cochin, to the Chief Secretary to Government, dated Peermaad, 16th May 1899, Ref. on Camp No. 16.*

I have the honour to forward herewith the Administration Report of the Travancore State for the Malabar year 1073 (1897–98), and the Budget Estimate for 1075 (1899–1900).

It has been considerably curtailed but is sufficiently full. Certain clerical errors have been pointed out to the Diwan.

### General and Political.

2. During the whole of the year under report, the Hon'ble J. D. Rees, C.I.E., held the office of Resident; I assumed charge a week after the close of the year. The Hon'ble Mr. S. Shangarasoobyer, C.I.E., occupied the office of Diwan for the first eight months of the year, and retired early in April 1898. For the remaining four months of the year Diwan Bahadur Mr. Krishnaswamy Rao, the present Diwan, held office, having assumed charge on the 4th Medom (15th April). The chief events recorded under this section are the visit of His Excellency the Governor to Travancore during October 1897, and the return visit paid by His Highness the Maharaja at Madras in January following.

### Land Revenue.

3. *Demand, Collection and Balance.*—The following statement compares the demand, collection and balance, current and arrears under Land Revenue during the past two years:—

| Year. | Demand. | | Remission. | | Net demand. | |
|---|---|---|---|---|---|---|
| | Current. | Arrears. | Current. | Arrears. | Current. | Arrears. |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| 1072 .. .. .. | 25,13,008 | 3,93,965 | 1,35,506 | 34,263 | 23,77,502 | 3,59,702 |
| 1073 .. .. .. | 23,18,793 | 4,08,869 | 1,18,802 | 52,028 | 21,99,991 | 3,56,841 |

| Year. | Collections. | | Balance. | | Percentage of collections to net demand. | |
|---|---|---|---|---|---|---|
| | Current. | Arrears. | Current. | Arrears. | Current. | Arrears. |
| | 8 | 9 | 10 | 11 | 12 | 13 |
| | Rs. | Rs. | Rs. | Rs. | | |
| 1072 .. .. .. | 22,71,018 | 57,317 | 1,06,484 | 3,02,385 | 95·50 | 16 |
| 1073 .. .. .. | 21,29,469 | 67,646 | 70,522 | 2,89,195 | 96·50 | 19 |

Deducting remissions Rs. 1,18,802, of which Rs. 56,749 are non-seasonal standing remissions which will disappear after settlement, the net demand was Rs. 21,99,991, or Rs. 1,77,511 short of that of last year. There is, however, no real decrease, but a slight rise in actual revenue of a permanent nature; the two items of viruthi settlement (sale of or premia on service inam lands) and sale of lands in which the chief decrease occurred are not merely fluctuating but temporary, and are not true revenue at all, but capital, being land or landed interests commuted into cash. Owing moreover to scarcity in 1072 the sale of paddy paid by the ryots as part of the land dues was both larger and fetched higher prices in that year than in 1073. Allowing for these fluctuating items, the net land revenue for the year showed, as usual, a small rise due chiefly to extension of cultivation.

Referring to paragraph 5 of G.O., No. 718, Political, dated 7th October 1898, I may remark that the Darbar is now carefully examining all applications for tea and coffee lands hence a receipt of only Rs. 2,370 under that head in 1073; discrimination in this matter is, as pointed out by the permanent Resident, highly desirable.

The year having been agriculturally favourable, seasonal remissions were comparatively low, viz., Rs. 62,053. The original Kodayar project was intended to obviate the need for these remissions.

Collections of current revenue averaged 96·50 per cent. during the year; that of current and arrears together (Rs. 21,97,115) almost exactly equalled the current demand (Rs. 21,99,991). Out of arrears of Rs. 2,89,195 no less than Rs. 1,60,061 are due on Travancore Devaswom lands in Cochin territory, where collection is impossible except through the courts and where there are also adverse claimants to some of the lands; the collection of arrears is therefore less unsatisfactory than appears at first sight.

Coercive process rose especially in sales, though it was not accompanied by a proportionate rise in dues or values.

The expenditure charged to Land Revenue was Rs. 3,54,688 or 16 per cent. of the receipts.

4. *Revenue Cases.*—The disposal of "revenue cases," chiefly "puthuvals" (darkhasts actual or constructive), is one of the weak spots in Travancore administration, and has not radically improved in the year under review.

It is essential to good administration of the land, both fiscally and economically, that these puthuvals shall, with few exceptions, be disposed of not later than the close of the year in which they are filed; the result of delay is not merely that accumulated assessment is demanded in a lump at final disposal—a grave economic and agricultural error—but that plots of once waste land are worked up by the labour and capital of the applicants into fertile homesteads before a title-deed is issued; the consequences are obvious, where rich and poor are neighbours; bitter complaints reach the Resident regarding hard cases.

In the settled taluks the arrears have greatly increased; the increasing failure even to cope with the comparatively few cases in the settled taluks of Trivandrum division is most noteworthy; if the Revenue department is even fairly organized, it can have no difficulty in settled taluks in keeping pace with the cases; either then the organization or the personnel is at fault.

A special Assistant in Kóttayam (unsettled) has now been appointed and is rapidly disposing of the arrears and of the thousands of new cases which are pouring in by reason of this rapid disposal, and many cases have been transferred to the settlement department even in a settled taluk, but these arrangements give no guarantee that future work will be punctually disposed of, and rather favour laxity by the regular establishment. This is the fourth consecutive review in which this matter has been noticed.

5. *Transfers of Registry.*—Although the cases of transfer of registry disposed of (17,221) were in excess of the number filed (16,683) during the year, only 62 per cent. of the total for decision, viz., current and arrears, were disposed of; in fact the Revenue officers have got thoroughly behind-hand. Padmanabhapuram, though partly settled, is especially bad having a whole year's cases in arrears; Kóttayam



has the largest number but the file is very heavy. From the figures given it is not possible to ascertain the respective ages of the 10,166 pending cases possibly many are of several years standing. Transfers are only of less importance than puthuvals and these delays ought not to be allowed. It is not known why in the Quilon division with 11 taluks, only 637 cases are entered as received in the year.

6. *Inspection work by Peishcars.*—Touring by Peishcars was as last year inadequate in Quilon (98 days) and remarkably so in Trivandrum. The rule in British India is a minimum—always exceeded—of 2 months in each half-year for Collectors and 2½ months for Divisional officers.

7. *Land Acquisition.*—The disposal of land acquisition cases is also disappointing; the balance at the end of the year (525) largely exceeds that (379) at the end of 1072, although only one case was, it seems, taken to the District Court for adjudication. In the interests of the State and of the private owner alike there should be no delay in enquiry or award.

8. *Loans.*—It is stated that no loans under the Loans Regulation were granted for agricultural improvements. It is not however stated whether there were any and, if so, how many applications. The regulation was passed 8 years ago, and rules were framed in 1891; since that date only a few loans have been granted.

The need for agricultural capital and its usefulness in operation are as great as in British India; greater probably because there is probably a readier return; low forests and scrub jungle abound in many tracts where capital is needed for little more than clearance and levelling; immense areas of shallow backwater may be turned into most valuable plantations; in the south and south-east where the rainfall and soil are similar to that of Tinnevelly, the borders may be known by the entire cessation, on this side, of irrigation wells. As the provisions of the regulation are beneficient, and the interest low (4 per cent.) it is probable that the same causes prevent applications in Travancore as used to prevail in British India. A few lakhs of the reserve would be excellently invested in loans, since they would not only bring the Sirkar 4 per cent. in actual interest *plus* an increase in revenue, but also an incalculable addition to the wealth and stability of the ryot and to food production.

9. *Miscellaneous.*—Orders were issued during the year for commuting an objectionable payment in kind (cocoanuts); its operation will doubtless be mentioned in next year's report. The reform of defects in revenue organization and system alluded to in paragraph 4, G.O., No. 718, Political, dated 7th October 1898, is under correspondence with the Darbar.

## Survey and Settlement.

10. *Survey.*—Operations progressed satisfactorily; the area surveyed exceeded the estimate considerably and last year's outturn slightly, while village and taluk and other maps for over 1,300 square miles were lithographed; much miscellaneous work was also done, while the cost was considerably lower than in the previous year. Out of 31 taluks, 24 are completed, 4 in hand, and 3 untouched.

11. *Settlement.*—Except for 25 accountants and some field peons, the establishment was brought up to its full sanctioned strength and numbered 1,093; work should now proceed rapidly. In paragraph 93 it is stated that the outturn of work was on the whole satisfactory; as compared with 1,072 there was an increase in field work, more registration cases disposed of, more pattas issued, and more revenue cases settled. The figures however are, especially in classification and other field work, registration cases investigated, tabulation of assessment figures, and issue of pattas, inferior either in one or in both years to those of 1071.

Settlement work in general is progressing; 7 taluks have been completed and 16 are in varying stages of progress, two being near completion; eight have not yet been entered upon. The operations though costly are more than repaying their cost pecuniarly, while they are introducing order and system. Statistics are given of the Neduvengad taluk just completed; in this no less than 18 per cent. additional land was registered by the Settlement Department as puthuvals assessed for the first time, which probably would have escaped assessment for many years in the absence of the settlement; the money return is already 7 per cent. on the total outlay for both

survey and settlement, while assessable trees had increased since the last settlement from 177,379 to 266,364. Pattas for one cash ($\frac{2}{3\frac{1}{7}}$ of an anna) are for small plots on Rajabhogam tenure or house-sites. One feature of the year was the enormous number of trees (1,093,017) counted; in two taluks re-counting was found necessary; this will be avoided in future. The viruthi (service inam lands) settlement was as usual a profitable business; it is gratifying to note that the terms of purchase or redemption of the lands were much more favourable to the enjoyers of the lands; paragraph 101 gives the old and new rules.

## Legislation.

12. The chief legislative measures of the year were an Abkári Regulation on the lines of Madras Act I of 1886, an Epidemic Disease Regulation, a Game Law, an Act to enlarge and define the powers and constitution of the Legislative Council and a Law to regulate enquiries into the conduct of public officers. The Penal Code Bill also passed the Council but only came into force in the current year. Bills under discussion were the Evidence Bill, the Negotiable Instruments Bill, the Wills Bill, the Criminal Procedure Code Bill and the Marumakatayam Marriage Bill.

## Police.

13. *Strength.*—The police force was numerically much the same as in 1072, but was stronger by 4 inspectors and by 7 head constables. The reserve though numerically strong on paper is, after deducting about one-fifth for recruits, almost wholly absorbed in special duties, escort work, &c., in fact the available reserve is very small.

Good hill allowances are now in force for Police at Peermaad and Devikulam, those at the latter station being about Rs. 10 and Rs. 6 in excess of low country rates; this should prove attractive, and prevent the numerous resignations.

14. *Punishment and Prosecutions.*—Under prosecutions may be noticed a very grave case of brutal negligence by which a person in custody was confined in an unventilated "black hole" for the night and was found dead in the morning; the subordinate police got 7 years and the inspector a short term of imprisonment. Appendix 12, page XVIII, shows cases in which "extortion" and "hurt with wrongful confinement" were magisterially punished by fine only; this is unusual and enquiry has been suggested.

Enquiries by Assistant Superintendents were only fairly numerous; one Assistant however was but newly appointed and was learning his work at head-quarters; hence the advance in enquiries by these officers is satisfactory.

15. *Service of Processes.*—Processes showed a rise entirely under grave crimes; this is probably only a fluctuation, for though considerably in excess of 1072, that year showed a considerable fall from 1071. Reduction is largely a question of proper inspection of the Sub-Magistrate's records and diaries by the District Magistrates. In this connection it may be noticed that in Travancore there is no provision such as exists in British India in the Court-fees Act (section 20 and rules of the High Court), for the levy of process fees from complainants in non-cognizable cases; this is regrettable, for the imposition of such fees tends largely to prevent vexations and frivolous cases and much waste of money, while reducing summoned witnesses to a minimum; as shown below there seems far too much petty and reckless criminal litigation, and probably of resort to the criminal courts to try civil quarrels under the guise of assault, trespass, and similar cases; moderate institution fees, as in British India and such as exist already in Travancore for criminal trespass and defamation only, with process fees, would largely reduce an unnecessary file.

16. *Registration of Known Depredators.*—The registration of known depredators, &c., was completed in the year; the heavy alterations in the figures from those of 1072 are due to the removal from the suspect, &c., list of a miscellaneous crowd of persons—many long dead or removed—whom the Police "suspected" with more or less reason. The lists are now believed fairly to represent facts, but certain doubts are under correspondence.

The recording of finger impressions has been introduced, and interesting results have already occurred.



17. *Crime.*—There was a certain increase in crime especially under homicides and the graver offences against property. Nothing of very special note occurred except a temple dacoity, and one of the serious Maravar incursions from Tinnevelly. From the statistics in paragraphs 145 to 152 and Appendix 31, page XXXIX, it would *primâ facie* appear that Travancore is a land of public disorder and violent crime; no less than 514 robberies—40 per cent. being on the highway,—166 dacoities —50 being in dwelling houses and 36 on highways,—2,744 thefts—228 being cattle thefts and 32 per cent. in houses,—432 burglaries, 27 cases of kidnapping, slavery, &c., 12 cases of rape, 54 cases of extortion, 102 cases of arson, &c., were "reported" to the Magistrates; moreover previous years show figures not dissimilar. Further, column 3 of Appendix 31 shows that the great bulk of all these offences were "returned as true"—*i.e.*, were taken on the Magistrates' file for enquiry—except under dacoities and robberies in which only 374 out of 680, or 55 per cent., were so returned. But fortunately these are only figures and not facts, and it would be well if the administration reports while giving the figures would also give the interpretation; in reality Travancore is comparatively free, in general, from violent crimes against property while extremely fond of litigation and exaggeration. It will be observed that the figures above given are those reported to and by the Magistrates. Turning to paragraph 126 (Police) it will be seen that the figures for dacoity, robbery and theft as reported to the Police are 66 and 377 and 2,183, respectively, of which only 11 and 57, and 1,299 were charged, the others being, with very few exceptions, referred to and struck off by the Magistrates as false; hence, out of 2,686 cases reported to the Police, only 1367, or half, were charged, and under the two major crimes only 15 per cent. Turning again to columns 7 and 8 of Appendix 31 it is seen that in the 384 dacoities and robberies "returned as true", *i.e.*, taken on the Magistrates' file, only the absurd percentage of 4·45 of the persons "brought to trial"—which probably includes preliminary enquiry in the case of dacoities—were convicted after the sifting processes of enquiries and trials before the Sessions Courts and Magistrates; moreover, these figures include those charged by the Police as true. Similarly under thefts only 29 per cent. were convicted, though these include the hosts of petty thefts which are really committed and easily convicted. Similarly extortion cases were only convicted in 8·18 per cent., kidnapping in 5·77, rape in 11·11, and so forth. The total convictions under the Penal Code—not merely of cases returned as true but of persons actually brought to trial—was only 23·17 per cent. or 2 per cent. below that of the Madras Presidency.

It is thus obvious both from the number of cases "referred" by the Police, and from the extremely small proportion of cases convicted by the courts on cases accepted direct by them, that, except for a tendency to murder, the crime really prevalent in Travancore is that of making false or grossly exaggerated charges, and that the time of the Magistrates and Police is wasted to no inconsiderable degree in investigating mere rubbish. There is an obvious habit of exaggerating assaults and affrays into robberies and dacoities, in bringing quarrels about property into the Criminal Courts under the guise of thefts, trespasses, dacoities, robberies, and the like. The habit is known in British India, but, in many districts at all events, has been largely checked by remedies which are equally in the hands of the Travancore authorities.

A more searching enquiry before complaints are filed, the greater use of reference to the Police in grave cognizable cases, the dismissal of grossly exaggerated complaints, the exclusion from process of redundant defendants, such as children who appear by the statistics to be often wantonly included, awards of compensation for reckless accusation, prosecution for false charges, care by Magistrates regarding the admission to practise of unpassed pleaders, &c., are obvious suggestions.

Whether the percentage of conviction in grave cases could not be improved by the training of a special set of detectives and by the provision of prosecuting inspectors or sub-inspectors in the several divisions are also matters for consideration.

Similar remarks apply to petty or less serious offences under the Indian Penal Code, such as breach of trust, misappropriation of property, wrongful restraint, assault, mischief, defamation and intimidation, in which the percentages of conviction to persons dealt with in cases brought to trial were only 7·91, 11·11, 15·79, 17·37, 17·46, 3·45 and 5·76, respectively, while out of 16 cases returned as true of offences

relating to marriage, involving 66 persons brought to trial, not one was convicted—appendix 31, page XXXIX. A looseness of complaint, coupled with too easy acceptance as true or deserving of trial, appear probable from columns 2, 3 and 8 of the statement. As suggested above, the British India provisions for institution and process fees in non-cognizable cases might well be adopted in Travancore. A little friendly advice to foolish or reckless complaints, ~~as frequently given in London and other stipendiary courts~~, is also a potent and wholesome restraint upon the litigious extravagances of temper.

### Criminal Justice.

18. *Courts, Cases and Persons.*—Courts exercising criminal jurisdiction were 62 as against 63 in 1072; the Anjenad first-class Magistrate's Court was abolished, that of the Cardamom Hills was transferred to Devikulam (High Range), and the second-class Magistrate at Peermaad was given first-class powers. There were also four special courts for the trial of European British subjects.

Crime has been dealt with in the section on police. There was a slight increase in cases nearly all, however, under special laws, such as Abkári (+324), Town Conservancy Regulation (+271), &c.; cases under the Penal Code being 15,948 as against 15,902 in the previous year. About half the total cases were disposed of without trial; in the remainder convictions ensued in only 28·80 per cent., viz., 23·17 in Penal Code cases and 78·51 in cases under special and local laws. Cases against public servants fell from 291 to 125; it is explained that in previous years cases brought against officials in their merely private capacity were included. Even now these figures appear subject to reduction, for "public servants" include police, and in paragraph 118 it is stated that charges against police officers in their private capacity are still included. Convictions in these cases rose to 28 per cent. Cases against juveniles fell remarkably, viz., from 430 boys and 52 girls in 1072 to 273 boys and 22 girls in 1073. Comparatively few of these were prosecuted by the police; 46 were actually convicted, of whom about three-fourths were found guilty of theft and nine were sent to the Reformatory.

From paragraph 155 it appears that 35 persons were put up to find security to keep the peace and 5 for good behaviour as against 7 and 5 in the previous year, but that only one person was bound over in each class; this is unusually disproportionate, but the cause of the rejection of so many applications is not known.

19. *Magistrates' Courts.*—The disposal of the cases by the magistracy present no special features; the first-class Magistrates had fairly hard work with an increased file and an average of 320 trials, 15 preliminary inquiries and 1,053 witnesses apiece; the second and third class Magistrates, as a rule, do not appear over-burdened as regards magisterial work, since they examined on an average only 627 witnesses each, and many of these must have cost but a few minutes hearing. The superior Magistrates showed a considerable rise in the average duration of trials, viz., from 22 to 27 days; 2·63 of the witnesses in all courts were detained more than three days as against 1·7 in the previous year; delay in the criminal courts is of serious public importance. Fines were more satisfactorily collected than in the previous year and a much smaller recoverable balance was left at the end of the year.

20. *Appellate Courts.*—Cases tried by second and third class Magistrates were confirmed to a somewhat larger and reversed to a smaller extent than in the previous year; appeals from first-class Magistrates to Sessions Courts were more largely confirmed but also more largely reversed, fewer being merely modified; while in the case of appeals from Sessions Courts to the High Court the percentage of confirmation fell from 72·84 to 57·34, while reversals rose from 24·69 to 29·37; the fluctuations however in this court are, necessarily, comparatively considerable since appeals are comparatively few.

21. *Inspection by District Magistrates.*—The inspection of subordinate courts by District Magistrates was apparently better than in 1072 in two divisions; in Trivandrum (head-quarters) and Quilon it was seemingly *nil*. This matter was referred to—not for the first time—in paragraph 243 of the report for 1072 and further inattention to the orders of the Sirkar should not be permitted. Even apart from distinct orders it is not conceivable how District Magistrates can abstain, as a matter of ordinary duty, from making frequent inspections; no part of a superior Magistrate's duty



is more important or more fruitful than the careful examination of records and sudden, unannounced, sittings with the Sub-Magistrates during the disposal of cases; in the latter case correct or irregular methods, wrongful distinctions in the treatment of castes and classes, &c., can be readily ascertained; in the former, confusion or system, promptitude or dilatoriness, right or wrong methods in the recording of evidence especially in petty cases, prompt or dilatory issue of process, unnecessary adjournments, &c., at once come to light. Thorough inspections should be insisted on.

### Jails.

22. *General.*—The number of prisons remained the same as in the previous year, viz., the Central Jail at Trivandrum and the two District Jails at Quilon and Alleppey.

23. *Central Jail.*—The Prisons Regulation was fully brought into operation during the year under review; this necessitated, *inter alia*, changes in establishment, the use of prison uniform, the total abolition of extramural labour, and the introduction of remissions. These changes, together with the high prices of food, account for most of the increase in net expenditure, which should decrease during the current year. A riot, which however was easily and promptly dealt with, occurred as another result of the changes. The average daily strength was slightly less than in 1072, but sickness, perhaps in consequence of the greater restrictions on liberty, increased from 2·22 to 2·65. These restrictions, together with the riot, also probably account for the rise in punishments from 136 to 206; this is especially the case in the item "corporal punishment" since many rioters were flogged.

24. *District Jails.*—These remained under the old system pending greater experience of the new one in the Central Jail. Quilon appears to be an unhealthy jail to judge by its percentage of sick, viz., 5·1, 6·12 and 4·7, respectively, during the past three years, as the ratio of daily sick to the daily strength.

### Civil Justice.

25. *Courts, Suits and Litigants.*—The number of Civil Courts was 27, the Munsifs' Courts having been increased from 20 to 21.

Legislation showed a heavy increase: 43,186 suits valued at Rs. 39,51,850 were filed as against 36,033 valued at Rs. 34,76,889 in the previous year; of these, 27,660 were ordinary and 15,526 were small cause suits, against 21,709 and 14,324, respectively, in 1072. The increase from 29,253 suits valued at Rs. 28,62,397 in 1069 is remarkable. The advance now made affords a curious instance of the effects of a single law (Janmi and Kudiyan Regulation of 1071); in the administration report for 1072, paragraph 278, the effect of this regulation in increasing suits on mortgages, suits relating to rent, and suits relating to right over immovable property, is especially noticed; in the year under review the remainder of the regulation (two sub-sections only) came into force resulting in a very large influx of suits filed by janmis to prevent the lapsing of janmi rights and the acquirement by tenants of permanent occupancy rights. Chiefly for this reason the total number of real property suits rose to 12,461 from 8,074, and from 37 per cent. of all regular suits to 45 per cent. Other suits rose from 27,959 to 30,725, the only noteworthy item being a rise from 17,745 to 19,522 on contracts in writing, a fall from 3,640 to 3,029 on oral contracts, a rise from 3,352 to 3,959 on accounts stated and from 453 to 1,221 for rent-renewal premia by janmis against tenants. The above figures suggest (1) the influence of the new landlord and tenant law, (2) a development in the value of land, (3) an increase in business transactions with a tendency to substitute written for oral contract. Individual values showed a continued tendency to decrease both in regular and small cause suits; in the Munsifs' Courts where popular litigation is disposed of, the values fell from Rs. 102·74 and 14·37 to Rs. 96·90 and 13·95 for regular and small cause suits respectively.

In the Madras Presidency there was one suit—village courts included—per 98 of the population; in Travancore one per 59. Owing to the want of village courts a vast mass of petty work is thrown on District Munsifs in Travancore; *e.g.*, in Madras there were 155,950 suits not exceeding Rs. 20 in value of which village munsifs disposed of 93,903 or 60 per cent.; in Travancore there were 10,967 small cause suits

of similar value in District Munsifs' Courts, hence one chief reason for the disproportionate number of ~~District Munsifs'~~ Courts. The average value in Madras in regular suits in District Munsifs' Courts was Rs. 206; in Travancore Rs. 97; this is only partly due to the fact that small causes in Travancore are limited to Rs. 30 in value, for there were 1,759 regular suits for *real* property not exceeding Rs. 20 in value.

26. *Disposal by Munsifs.*—The increased file was only partly met by increased disposals, since an increase in the file of 8,838 suits or 21 per cent. was met by an increased disposal of 4,071 or 11·5 per cent. This however means a large additional amount of work per court especially among the District Munsifs, before whom 41,912 suits were filed, and who disposed of 38,094 of the 49,047 set for disposal. The large arrears are due partly to the increased amount of work, partly to the heavy institution of suits—8,117 in the Munsifs' Courts—in the last month of the year. These were largely the janmam suits alluded to above. Probably the excess in arrears will disappear during the current year. The increase of work tended also to a slightly increased duration.

27. *Quality of decisions of Munsifs.*—In the quality of work done as judged merely by the result of appeals, the Munsifs show a slight falling off from 63·97 to 60·16 per cent. of confirmations; this may be a mere fluctuation, but is also accounted for by the suits under the Janmi Regulation, "which as a rule afford a wide latitude for modification."

28. *District Courts.*—Appeals from the work of the District Judges show reversals in first and second appeals of 18·46 and 24·37 per cent. as against 15·51 and 15·74 per cent. in 1072. The test of mere figures is a rough one, since annual fluctuations are considerable, but the High Court who see the actual work, observe that the results show "much deterioration," though appeals filed were somewhat fewer than in 1072. This opinion is of the greater importance since the High Court expressly warn all lower courts that work will be judged not so much by rapidity of disposal as "by the quality of the work turned out."

29. *High Court.*—The appellate work of the High Court slightly decreased, wholly in appeals under Rs. 500 in value. About two-thirds of the appeals (666) related to real property. Only eight courts were inspected as against ten in 1072. Speaking generally, the judicial work of the country seems well done, but there are some serious cases of delay and the High Court's criticism abovementioned is noteworthy.

30. *Financial results—Criminal and Civil Justice.*—Receipts and charges on account of civil justice were Rs. 5,66,979 and Rs. 2,93,118 against Rs. 4,99,060 and Rs. 2,86,114 in 1072; hence a surplus of Rs. 2,73,861 against Rs. 2,12,946. Criminal justice cost the State Rs. 1,76,029 against Rs. 1,68,545 of which Rs. 34,303 were made good in the shape of criminal fines, fees, &c. There was thus a net surplus under Law and Justice of Rs. 1,32,135 against Rs. 78,427 in the previous year. Against this must be set the cost of buildings, furniture, stationery, and retiring allowances, which appear as charges under their respective heads; hence on the one hand a reduction of the surplus; on the other hand the increased surplus is a set off against increased charges under the above items.

Institution fees are still paid in all Travancore courts in cash only; the introduction of stamps is a desirable reform.

## Registration.

31. *Offices and Transactions.*—An increase similar to that in litigation showed itself in this department; the 45 offices registered 151,656 documents; this is 21,559 or 16·6 per cent. more than in 1072 and the highest on record, being 59 documents per 1,000 of the population (1891 census); this increase was under all heads and, as in the case of civil litigation, was partly due to the Janmi and Kudiyan Regulation, janmis largely renewing their leases in order to avoid any lapse of rights under certain provisions of the regulation which were to come into force at the beginning of the present year. Reference to appendix 50, page lxiii, shows that leases exceeding one year went up from 11,045 in 1072 to 23,416 in 1073, the average value falling from Rs. 187 to Rs. 112.



32. *Details of number and values.*—Gross values rose from Rs. 2,69,85,143 in 1072 to Rs. 2,91,88,853, the average per document falling from Rs. 208 to Rs. 195. Mortgages showed a heavy increase, viz., 6,204 or nearly 8 per cent., those with possession alone showed advance of 5,058 or 11·4 per cent., and of these the greater number, viz., 3,452, were below Rs. 100 in value. Taking all documents under Book I together, documents under Rs. 50 in value increased from 45,809 to 59,257 or by 29 per cent., and between Rs. 50 & Rs. 100 from 29,608 to 33,275 or by 12 per cent., these were chiefly mortgages with possession and leases exceeding one year. A complete interpretation of these statistics would be important as regards the economic position of the small holder and cultivator.

Comparison with the figures for the Madras Presidency in 1897–98 is interesting and instructive. Madras with fourteen times the population of Travancore registered less than six times the documents (884,123 as against 149,863) and nearly $6\frac{2}{3}$ times the value (19·35 crores against 2·92); under Book I the figures are 840,544 and 18·16 crores against 146,496 and 2·633 crores; in Madras there were 25 documents per mille of population taken as $35\frac{1}{2}$ millions, in Travancore 59. The average value under Book I was Rs. 216 in Madras against Rs. 195 in Travancore, owing not to a lower general value of land but to the fact that registrations are more than twice as numerous in proportion to population and therefore go down to smaller cases.

33. *Duration of registration.*—In Madras 53 per cent. were registered on the day of presentation and 90 per cent. within the end of the third day; in Travancore 94·9 per cent. were registered on the first day, owing to the loose sheet copying system described in paragraph 350 of the report for 1072 and paragraph 271 of the present report. The net surplus in Madras was Rs. 5·73 lakhs; in Travancore 1·32.

34. *Financial results.*—The financial results were satisfactory resulting in a net surplus of Rs. 1,32,347 against Rs. 1,09,689 in 1072; expenditure remained practically the same at Rs. 99,440.

## Marine.

35. The large increase in ships and tonnage at the several ports is a partial recovery from the figures of 1072 which were further below those of 1071 than they are below those of 1073, as shown in the following table:—

| Year. | Ships. | Tonnage. |
|---|---|---|
| 1071 .. .. .. .. .. .. .. | 720 | 394,629 |
| 1072 .. .. .. .. .. .. .. | 522 | 291,960 |
| 1073 .. .. .. .. .. .. .. | 623 | 388,507 |

It appears however from the figures that larger steamers are now touching at the chief ports.

## Season and Rainfall.

36. Generally speaking the season was favourable with slight losses by excess and defect of rainfall. Considerable expenditure—apparently about a lakh of rupees (paragraphs 292 and 337), irrespective of any outlay by the Maramut Department—was incurred on relief works, relief kitchens and money doles, in view to relieve the distress caused chiefly by the high prices of food and partly by the effect of partial floods. Prices continued high during the year; but there is no tabular record in the report on this important matter.

## Forests.

37. *Establishment.*—During the year the establishment was, save for two peons, brought up to the full strength sanctioned under the recent re-organization; the Conservator, Mr. Bourdillon, also adopted the black mark system, a Forest Account Code, re-drafted the Forest rules required by the Forest Regulation, and has taken in hand the due regulation of touring by his subordinates.

38. *Area of reserves.*—The area finally constituted reserved forests during the year was 50 square miles; the reserved forests now aggregate 1,048 square miles or 50 miles more, and reserved lands 912 or 232 square miles less than at the end of 1072.

I am asked to substitute the following table for that entered in paragraph 298 :—

| — | 1072. | | 1073. | | Difference. | |
|---|---|---|---|---|---|---|
| | SQ. M. | ACS. | SQ. M | ACS. | SQ. M. | ACS. |
| Reserved forests .. .. .. .. .. | 997 | 626 | 1,047 | 626 | + 50 | .. |
| Do. lands .. .. .. .. .. | 798 | 306 | 911 | 620 | + 113 | 314 |
| Total .. | 1,796 | 293 | 1,959 | 607 | + 163 | 314 |

The cardamom hills reserve of 336 square miles was included in the figures for 1072 (paragraph 383 of the report for that year) and should not come into this year's report.

Reservation seems likely to be slow in the current year, for only 163 square miles were notified under section 4 during 1073 and of these the main block of 160 square miles was not further gazetted under section 6. The report also states that settlement work progressed poorly under the Division Peishcars; presumably that is a remediable defect. Apparently the Special Reserve Settlement Officer was chiefly engaged during the year in revising previous work; this prevented the Northern Division Peishcar from doing settlement work. The importance of pushing on reservation is once again urged; the forest cannot possibly be worked as they should be till this essential preliminary step is taken.

No working plans were drawn up during the year, and in paragraph 301 of the report the reasons given by the Conservator are quoted. It may be noticed that the Maliyatur reserve of 345 square miles was finally reserved in April 1895, that a good deal must have been known of the reserve before that date, and that there is a Deputy Conservator and an Assistant with subordinate staff in charge of that forest; Kottoor again, of only 36 square miles, was reserved in July 1896 and is quite accessible. It should be possible to make working plans at an early date for these forests.

The area of the teak plantations was increased by 101 acres in 1073, the total being now 1,378 acres, which, up to date, have cost Rs. 1,85,459 or Rs. 134 per acre; the exact age or condition of these plantations is not known from the report. The older parts in some areas appear to have received insufficient funds, so that they are partly overgrown for about 500 acres with high scrub which is prejudicial to the plantations.

Not much damage was done by fire although no precautions such as watchers, fire traces, &c., have been hitherto employed in the forests generally, notwithstanding the proximity of forest fires from hill cultivation (Kumari, Cherikal). But fire watchers have now been sanctioned for the hot season. Presumably further steps will be taken for the reserved forests. It seems a question whether Kumari (Virappu, Cherikal) cultivation should not now be in some way restricted as both dangerous and wasteful.

39. *Exotics.*—A forward step has been made towards introducing valuable exotics in sending to Formosa for seeds of the camphor tree. The forest tracts of Travancore cover nearly half the area of the State, and though amongst its most valuable assets, bringing in above four lakhs per annum, are not yet worked otherwise than superficially. But their tropical position, their splendid and unfailing rainfall—from 100 to 200 inches—and their general external accessibility by river and backwater, point them out as capable of producing and placing on the market in any quantity products essential to modern needs; such are camphor, now consumed enormously in modern explosives and to the value of many lakhs in India, India rubber for which the demand is unlimited and which is apparently producible by several species of tree, gutta percha, other gums, resins and drugs, oils, timber, fibres, and paper material, match woods, and so forth. In many cases the development of such products is hardly possible to individual private enterprise owing to the knowledge, capital, and time required; an organized and continuous State department with a keen perception of the markets, exactly fills the position. At present teak plantations are almost the only form of such enterprise; mahogany can hardly be said to have been seriously tried though long ago introduced; perhaps a more extended



introduction of commercial valuables may now be possible. At the Peradenia and Hakgalla Government gardens in Ceylon, especially at Hakgalla, the camphor tree is being successfully and rapidly grown; probably cuttings from those gardens could be obtained and, for experimental purposes, would prove better than seed from Formosa, which however will be needed for extended cultivation.

*Minor Produce.*—In this connection the desirability of developing the collection of existing forest produce other than timber is suggested; it is admitted by the Conservator that this is undeveloped and that more might be done; *e.g.*, there is a demand for the valuable gum kino, but the collection is prohibited because of doubts whether its collection may harm the trees which produce it, a doubt which might surely be easily solved. There must be many rich products in these forests, and it would be well to ascertain and collect them. Obviously however the Conservator is right in alleging that the small income is due to the present inaccessibility of the interior of the main forests, through the entire want of internal roads. This want has been adverted to by successive Residents, but is still a want; in 1070 and 1071 together, only Rs. 3,409 were spent on forest roads, in 1072 Rs. 1,979 out of Rupees 3,398 sanctioned, in 1073 only Rs. 819 out of Rs. 1,582! As a provision for roads and bridges this allotment is insignificant and the failure to spend even the allotment is regrettable; an expenditure of less than one rupee per 500 of income is mistaken economy. Moreover it would seem that not only roads but decent shelter sheds for staff and workmen should be provided, if the forests are to be properly explored and exploited.

It may also be suggested in view of the approaching railway construction that special consideration be at once given to the supply of sleepers; *irul* and other suitable timbers appear to abound; perhaps they are also accessible. Two lakhs of sleepers at Rs. 2–8–0 to Rs. 3 each would be a large addition to forest revenue.

40. *Financial results.*—These are somewhat involved and appear to be really better than appears by the statistics given in paragraphs 311 and 312.

Taking the figures as they stand there was a gross income of Rs. 4,22,344 and expenditure of Rs. 2,89,984 and a net surplus of Rs. 1,32,360. This does not compare well with 1072 with figures as follows:—

| | Rs. |
|---|---|
| Receipts .. .. .. .. .. .. .. .. | 4,37,127 |
| Expenditure .. .. .. .. .. .. .. .. | 2,31,769 |
| Net surplus .. | 2,05,358 |

*Per contra*, however, there was under receipts an immense increase in timber at depots at the close of the year, viz., from 6,741 to 11,794 candies worth at least 1½ lakhs; this is due to the department having undertaken the direct cutting and removal of timber, while the demand slackened by reason of stagnation in the Bombay trade and the delay in confirming the Nagercoil contract; moreover, purchases in former years from Bombay were largely paid in advance. The Public Works Department also owe Rs. 36,948 this year as against Rs. 29,016 in the previous year, and outstanding advances having been chiefly recovered in 1072 fell off in 1073. Hence the decline in income is nominal; the Conservator estimates that the gross income would have been Rs. 5½ lakhs under ordinary circumstances. Similarly the increase in expenditure is due chiefly (*a*) to the cost of departmental cutting and transport of timber, (*b*) to the debiting of the charges for transport of the Public Works Department timber to the Forest Department instead of to the Public Works Department. The large salary increase is due to the full introduction of the reorganization.

Travancore forests pay very well, but are only in their infancy as regards working, productiveness, and revenue: their potential value is immense.

41. *Cardamoms.*—Under the new system the cultivation of cardamoms is increasing with great rapidity and European planters are now entering on the business; this should develope production not merely in quantity, but in quality and price, a most desirable result, since Travancore cardamoms appear to sell at about half the rate of the Mysore article; it seems a matter of new seed and proper curing. During the year 319 new pattas were issued for 6,000 acres of forest land, and 6,000 acres more

have been applied for and are under survey; in a few years cardamoms should be a source of large revenue at the present rate of Rs. 6–4–0 per acre. The business is one which requires and will repay much care in fostering and management by the Sirkar and by planters alike; it has the advantage of utilizing and not injuring the forests.

### Trade.

42. Excluding the transactions on account of Government and leaving aside internal trade,—correct statistics for which are not available,—the value of the entire external trade of the country was Rs. 2,36,14,516 against Rs. 2,47,98,100 of last year. Of this figure Rs. 1,44,55,893 or 61·2 per cent. represented the value of exports, and Rs. 91,58,623 or 38·8 per cent., that of imports.

As usual the chief staples of the export trade were the various products of the cocoanut tree; other chief articles were arecanuts, dry ginger, coffee, jaggery, timber, pepper, cardamom, rice, &c.; coffee and tea declined by 21 and 2 per cent., respectively, as compared with last year. The chief imports were piece-goods, cotton, and thread, rice and paddy, and tobacco.

It is probably due to the climate and to peculiarities of dress that the total imports of piece-goods, cotton, and thread, only aggregated Rs. 18,86,057 in value (21 lakhs in 1072), though Travancore produces neither cotton nor wool, is wholly dependent for them on her imports, and has a population of over two and a half millions; apparently 12 annas per head is a fair average; some of the poor, even near civilization, still wear grass garments. It is curious that Travancore spent thirty-one lakhs on tobacco as against nineteen on clothing.

As usual, over 86 per cent. of the trade was with British India and about 10 per cent. with Ceylon. Direct imports from foreign countries represent 1·63 per cent. against 2·3 in 1072.

43. *Factories.*—The rates of wages are not intelligible, as they cannot have altered since last year to the extent mentioned; five and a quarter chuckrams (three annas) cannot be the lowest wages since children are employed, and nine chuckrams (five and a quarter annas) cannot be the highest wages where skilled male labour is employed; possibly these are averages as in appendix 17.

### Public Works.

44. *General.*—The year showed a record in expenditure, viz., Rs. 23,68,667, of which Rs. 19,79,420 were spent by the Public Works Department and Rs. 3,89,247 by the Maramut Department; the Public Works Department expended Rs. 3,22,780 more and the Maramut Department Rs. 81,850 less than in 1072. In paragraph 337 are mentioned the chief non-budgeted causes for part, perhaps two lakhs, of this excess; the Kotayar project accounts for another one and a half lakhs. Moreover an item of Rs. 59,442 under "Miscellaneous" is not a true expenditure of the year at all but is an amount, accumulated from previous years, written off the accounts. Every branch, however, of work shows an increase, but especially communications and irrigation.

45. *Establishment.*—This cost Rs. 2,17,859 or 12·91 per cent. of the total expenditure; 13·37 if Rs. 59,442 under "Miscellaneous," alluded to above, is omitted (paragraphs 340 and 371). Allowing for much that is done by the Maramut Department, the Public Works Department has to carry out in Travancore many works notably communications, educational, and sanitary works, which in British India are done by Local Fund and Municipal Engineers; hence one among several reasons for a large staff. The ratio however to expenditure is low, while much high class work is being done.

46. *Communications.*—These absorbed Rs. 8,13,619 or about half (48·20 per cent.) of the whole cost of actual works exclusive of establishment, tools and plant; of this, Rs. 4,90,429 were spent on original works and Rs. 3,23,190 on repairs, original works including complete restorations of existing roads as well as new roads and new bridges. Several original works were undertaken as famine-relief works on which the non-budgeted amount of Rs. 84,302 was spent. Altogether 2,007 miles of cart road, 879 miles of village road, and 152 miles of water-way were maintained by the Public



Works Department, as well as 404 miles of tracing for new roads. Paragraph 345 relates to criticism in last year's review on the comparative mileage and outlay in the several divisions.

Paragraph 352 shows several large reconstructions on very heavy estimates in hand, *e.g.*, on the important road from Kóttayam through Peermade to the Periyár and Madura, a lakh of rupees was spent out of an estimate for five and a half lakhs; the main Southern road from Trivandram by Nagercoil and Aramboly (54 miles) and thence to Tinnevelly—perhaps the heaviest worked road outside of Madras City—had Rs. 67,692 on an estimate of Rs. 1,63,850; on the High Range road from the west to Munar Rs. 25,938 were spent, chiefly in tracing the new bridle-path through 40 miles of dangerous terai: this last road is mentioned in some detail in paragraph 353. Repairs as well as construction are heavier than in the Madras Presidency, because the heavy rainfall demands first-class and permanent original work both in roadway and bridges, and thoroughly sufficient, continuous, maintenance.

47. *Bridges.*—Owing to the character of the country with its heavy rainfall and numerous rivers, streams, channels and drainages, bridges are a heavy item in road construction, and in many cases roads are, or would be, almost useless without bridge-work of almost greater cost than the roads. With some exceptions *permanent* bridge-work, especially over main streams, was absent from Travancore communications till of late years; large rivers except in places were and are unbridged; small streams were crossed by wooden platform bridges which rapidly rot. Rupees 1,04,082 were consequently spent in 1073 on bridges, besides a smaller sum on petty bridges and culverts. Paragraph 356 shows some of the more important permanent bridges now in hand; the smaller ones actually repaired in 1073 are numbered by scores. Much, however, remains to be done and much to be restored.

48. *Canals.*—Only 152 miles of waterway are maintained at a cost, in 1073, of Rs. 34,242, a sum much in excess of the usual allotment. This mileage is a mere trifle out of the actual waterways, for most of which, however, little or no maintenance is required for ordinary traffic, especially in the Northern division, where, as in Shertallay, the country has vast areas of backwater, or where as in Changanacherry over large reclaimed areas, there can be no roads but only rivers and canals and travellers, even children, paddle rather than walk. The waterways of Travancore, especially from the centre to the north, are highly ramified and already excellent for all classes of country traffic; they might, on main lines, be developed into splendid waterways. The cost of travel and transport on Travancore waters is, perhaps, one-fourth of ordinary cart charges while quite as speedy and far less risky for goods and more comfortable for passengers.

49. *Condition of the roads.*—Paragraph 344 gives the Chief Engineer's opinion as to the improved condition of the roads. Having acted as Resident early in 1897 and returned at the end of 1898, I can endorse this opinion for hundreds of miles of the chief roads, such as the main Central road, the main Southern, the Kóttayam to Kumili road, &c. The main Southern is, over the 40 miles now repaired, like a highway in England, and where I was compelled by the condition of the road in 1897, to leave my carriage and walk it is now pleasant, but for the traffic, to drive at speed. I travelled expeditiously, even through heavy rain, over very many miles on other roads which I was warned in 1897 to avoid because of the bad surface or rotten bridges. Much, however, remains to be done both in re-metalling and bridging for which time is required.

50. *Buildings.*—These are necessarily extremely numerous; a rough list, excluding all palaces, temples, &c., which are under the Maramut department, shows 814 public buildings, many very large and costly. But experience shows that many have yet to be built, since courts and cutcherries are antiquated, hospitals unbuilt, police stations, schools, proverthi cutcherries, &c., wanting; a rough list of immediate requirements shows more than 100 buildings; the medical section mentions about thirteen hospitals already sanctioned; school buildings of a good class are much required in many places, though many have been built or sanctioned. Hence the allotment for buildings is heavy; the mere repairs on buildings worth at least 50 lakhs—35 lakhs have been spent in additions and repairs since 1040—being Rs. 1,05,584 or, say, 2 per cent. on the above low value; this is not high for a south-west monsoon area. New

constructions cost Rs. 2,74,785, the chief items being shown in paragraph 362 which well depicts the needs now being supplied in the way of cutcherries, schools, hospitals, &c.

51. *Irrigation Works.*—The outlay on these was Rs. 3,68,490 or Rs. 98,137 in excess of 1072. Of this sum new constructions absorbed Rs. 3,28,796 as against Rs. 1,66,980, while repairs fell to Rs. 39,694 from Rs. 1,63,373. This is due to the Kotayar project, on which Rs. 3,12,561 were spent as against Rs. 1,52,614 in 1072. The large expenditure on this work, chargeable properly to Capital, has, with unforeseen items, temporarily upset the equilibrium between State income and expenditure.

Progress on this promising work is mentioned somewhat fully in paragraph 366; the revised estimate for the fully developed project is now under consideration by the Darbar and revenue investigation is proceeding. Next year's report will doubtless contain the decision which is awaited with great anxiety by lakhs of people in the South, whose dry lands (undulating red soil), situated in a tract comparatively rainless, and precariously fed wet lands, would be rendered invaluable by a successful and complete scheme. It is the irrigation of the large areas of ~~good red~~ land which is the most interesting portion of the scheme and that which promises the most profit to people and to Sirkar.

52. *Reclamation.*—There is no entry under this head, though the shallow backwaters lend themselves to reclamation over very large areas.

53. *Miscellaneous.*—The items under this head aggregate Rs. 1,25,363 as against Rs. 52,044 in 1072. Two items are noteworthy: (*a*) Rs. 59,442 is not a true expenditure, at all events of the year, but is simply a sum written off the accounts; of this Rs. 52,168 represents "the deficiency *of several years* on account of wastage on working timber" in the Public Works Workshops, while Rs. 7,274 is an outstanding under the head of "Advances" for salaries paid to the old temporary establishment abolished under the reorganization of 1071.

Item (*b*) is a sum of Rs. 34,036, being part payment (about half) of the cost of an installation of oil-gas works (paragraph 337). The total cost of this installation is Rs. 78,866, but the plant is large enough to enable further development by merely extending the pipe-line and to work a large gas-engine in the shops where a new engine is necessary.

54. *Tools and Plant.*—The steam road-rollers appear to save their cost in giving a hard uniform surface to the newly metalled roads.

55. *Rules.*—Paragraph 377 recites the purport of several ~~needful~~ useful rules regarding estimates.

56. *Maramut Department.*—This calls for no special remark in this review except that its expenditure was kept down because of the high expenditure in the Chief Engineer's department.

### Anchal or Post Office.

57. There were at the close of the year 95 anchal offices and 127 letter boxes, as against 85 and 126 at its commencement. The introduction of village anchal offices, of which seven were opened during the year, is a new feature; they are to serve as feeders to the main offices and are placed under the charge of the village schoolmaster with an extra allowance.

The anchal includes a transit service for passengers and parcels by backwater from Trichur (Cochin) to Trivandram. Quinine and chlorodyne are also sold at all offices. Covers, both official and private, increased by about 2¼ lakhs or 10 per cent. Cash receipts were Rs. 57,117 and charges, including the transit, Rs. 75,352, but all official covers and parcels are sent by anchal which thus yields a large profit. The transit service is worked at a loss since private companies run their boats at lower fares; the Sirkar fares have, therefore, been lowered. It is not clear why the Sirkar should continue its service since private agency can successfully deal with the trade.

### Revenue and Finance.

58. *Salt.*—During the year 115,709 maunds of salt were manufactured at the local pans against 103,300 in 1072. Including the balance of previous stock there



were 430,161 maunds of Home salt for sale at the bank-shalls, of which 259,950 were sold during the year, leaving a balance of only 170,211 maunds in stock.

Four hundred and twenty-two thousand maunds of Bombay salt were contracted for and 371,722 were delivered; adding salt in hand, 527,967 maunds were available for sale, of which 385,404 were sold, leaving a closing balance of 142,563 maunds; hence at the close of the year there were in hand of Home and Bombay salt 312,774 maunds, or about half a year's consumption, as against a previous average closing stock of about 570,000 maunds, or nearly one year's consumption; this balance seems too low.

The noticeable feature is the decline in 1072 and 1073 of the outturn of Home salt which accounts for this short stock. The steady continuous increase in sales of this salt from 142,059 maunds in 1068 to 265,598 in 1072 and 259,950 in 1073 negatives the idea that Bombay salt is generally preferred; as Home-made salt became available so the Bombay sales declined, viz., from 464,521 maunds in 1068 to 354,489 in 1072. But while in the four years, 1068 to 1071, the outturn of Home salt averaged 251,095 maunds, with a maximum in 1070 of 314,413 maunds, the output in 1072 and 1073 fell suddenly to 103,300 and 115,709, respectively. In 1072 the bad yield was attributed to bad season; in 1073 the season is reported (paragraph 399) to have been favourable; hence the short output must be due to other causes and is very regrettable for several reasons. Opinion in the south of Travancore and at the pans is strongly in favour of a development of the Home manufacture, and of a change to the excise system as in British India; the Tamarakulam pans are capable, it is said, if developed, of supplying the whole of Travancore, and other pans, such as the formerly existing ones at Colachel, are available. The development of the home manufacture would not only yield profit to salt ryots, to internal trade, and to the Sirkar, but would render possible the fish-curing industry, a matter of great importance economically in largely increasing the food-supply, hygienically in improving the present supply of fish which, having scarcely seen salt, renders noisome the roads, backwaters and bazaars.

59. *Charges and net Revenue.*—The gross receipts from salt during the year amounted to Rs. 19,76,789 against Rs. 18,99,618 in 1072. The charges were Rupees 3,55,591 against Rs. 3,43,612, and the net revenue Rs. 16,21,198 against Rupees 15,56,006. The consumption of salt per annum was 20·2 lb. per head against 19·4 in 1072.

### Stamps.

60. There was a slight increase in the gross revenue, Rs. 3,57,484, and a slight fall in the net revenue, Rs. 3,23,037, owing to large purchases of special paper and of a perforating machine.

### Excise.

61. Tobacco showed a slight recovery from last year, viz., Rs. 10,02,567 against Rs. 9,75,216; it is still below the average of the previous four years, viz., Rupees 10,23,863, but above that of the five years, 1,063 to 1067, viz., Rs. 9,32,718. Probably the fall is due to the changes in duty in 1071.

62. *Abkári.*—Abkári collections increased from Rs. 5,74,743 in 1072 to Rupees 6,11,624 in 1073. Part of this increase is due to the results of the tentative change to the excise system for arrack in the Trivandram taluk; this will doubtless be shortly extended to the whole State if the experiment is a success in deriving increased revenue from diminished consumption. It would be well if the present consumption, at least of arrack, throughout the State, could be stated with some accuracy; no statistics are given in the report regarding the number of arrack and toddy shops in the State, the quantity and price of liquor consumed, the area and population per shop, &c., though such facts are, by the nature of the subject, far more important than mere revenue figures.

### Customs.

63. Customs remained almost the same at Rs. 6,27,732, of which 97 per cent. was derived from export duties.

## Vital Statistics.

64. *Sanitary Statistics—General.*—These are very imperfect. Births, as recorded, have steadily fallen from 23·3 per mille in 1071 to 15·3 in 1073; deaths from 19·5 to 15·7; the statistics of the Madras Presidency, however imperfect, show 28·7 and 25·4 per mille, respectively, at the Madras Presidency rate, births instead of being 40,000 should be 72,000 and so on. Four taluks show death-rates between 10 and 6 and 21 between 20 and 10 per mille, while the towns of Nagercoil and Trivandrum show birth-rates of about 60 and 40 per mille and death-rates of about 41, the towns of Quilon and Alleppey show births as 12 and 16 and deaths as 18 and 25 per mille, respectively. Infantile deaths are recorded as only 31·6 per mille, those of the Madras Presidency being 169; one taluk shows only 6·9 per mille and Nagercoil—by no means a very healthy town—only 8·95. The State labours under village disadvantages in the collection of vital statistics, but at present the accuracy of its statistics is on the decline. The remark in paragraph 459 as to suicides is erroneous; male suicides are three times as numerous as those of females—see Appendix 14, &c.

65. *Vaccination.*—The statistics show very numerous cases far surpassing those of the Madras Presidency in their ratio to population, viz., 6 per cent., as against 3·6 per cent. The total number was 151,895; deducting 6,062 re-vaccinations, the primary cases were 145,833 or more than 3½ times the recorded births. These extraordinary results suggest the need for very careful verification; in the Madras Presidency 52 per cent. are verified by responsible officers, who, again, are checked by their own superiors and by the numerous revenue officers for whom village copies of the vaccinators' lists are kept; in Travancore only 24 per cent. were verified, and one officer only verified 12 per cent. Experience shows that without full verification returns are too often fudged when merit is gauged largely by figures.

The percentage of successful cases was only 86·36 in primary cases against 92 in the Madras Presidency; this poor result is probably due to ineffective glycerine paste. About 42,000 cases were from arm lymph since glycerine paste was bad or irregularly supplied; proper supply is merely a question of arranging a good system; with numerous anchal offices this is easy.

## Sanitation and Conservancy.

66. Full precautions were taken against plague: this, and the usual developments, caused a considerable increase in the charges, viz., Rs. 12,534, or nearly 30 per cent. The town improvement committees were five in number as in 1072, and the Darbar records its approval of their work; the attendance at meetings, however, seems to be capable of improvement. It is very regrettable that no progress was made in Trivandrum in the very important attempt to establish private scavenging.

All funds were met from the Sirkar Treasury both in town and country; the total expenditure was Rs. 1,08,696.

## Medical Relief.

67. *Institutions and Staff.*—Brigade-Surgeon-Lieutenant-Colonel Esmonde White quitted Travancore soon after the close of the year, and the Darbar has placed on record its appreciation of his excellent services as Darbar Physician and head of the Medical department for ten years.

There were 77 medical officers in the department of all grades, from Surgeon to Hospital Assistant, besides the usual subordinate staff; these served in 22 hospitals and 19 dispensaries, exclusive of special institutions, such as the Leper and Lunatic Asylums, &c.: there were also 42 aided vaidiasalas (native dispensaries) and six other grant-in-aid institutions; altogether 100 institutions; the Neyoor hospital, however, is counted and aided as only one institution, whereas it is merely the headquarters of a medical mission, with 14 other scattered hospitals or dispensaries not included, except Nedungolam in the above, and relieving 60,000 patients per annum, of whom 4,225 were, in 1897–98, visited at their own houses.

68. *Patients treated.*—The total of persons treated was 522,504, of whom 372,191 were in the Sirkar institutions, in which patients showed an increase of nearly 12 per cent., and surgical cases of 23 per cent.: the total charges increased by about 10 per cent. and amounted to Rs. 2,53,687.



69. *Midwives.*—The work of the 24 midwives was more than usually miserable, their total being only 360 cases: this has been adverted to in successive reviews; there must be some reason for these poor results especially amidst so large a Christian population. In one place no cases were treated; in others from two to eight.

70. *Cost of Patients.*—The cost of medical treatment in the Sirkar institutions was As. 10–8 per patient: this is obtained by dividing the total cost of the department—including the pay of the Darbar Physician and other charges of general supervision, but excluding building charges—by the number of patients. The cost of medicine was about 9½ pies per patient but only 7½ excluding the two Maternity hospitals at Quilon and Trivandrum, where the cost of medicines must have been very heavy. Dieting cost about As. 2–6 per diet. Grant-in-aid patients at dispensaries on European methods cost the Sirkar only about one anna per patient.

71. *Lunatic and Leper Asylums.*—The Lunatic Asylum did its usual work. The Leper Asylum statistics are a curious commentary on the leper segregation question; the asylum is an excellent one, splendidly situated and well cared for, but out of 269 inmates (97 at the beginning of the year and 172 admissions) 123 were discharged for misconduct or absconded; the figures are unfortunately not separated. The employments of the patients, other than amusements, are not stated.

72. *Finance.*—The expenditure on the Medical department was Rs. 2,53,687, of which 48·5 per cent. was for salaries—increased from last year by additional hands (7 Apothecaries, 3 Hospital Assistants, 14 Compounders, &c.) and increments fallen due—16·7 on medicines and instruments, 18·7 per cent. on dieting, and 15·7 per cent. on bedding, clothing, batta, &c. The continued expansion of expenditure is, as shown above, more than met by the large increase in patients. Efforts are being made to substitute bazaar medicines for similar drugs procured from England; this, if feasible, is desirable. As in 1072 the expenditure given in the text (paragraph 512) differs considerably from that entered in the financial statement [paragraph 443 (22)].

The questions of limiting *direct* medical expenditure especially on the rapidly increasing item of salaries, of payment for medicines ~~especially special ones~~ by those who can afford it, and of receiving paying in-patients, are under correspondence.

73. *Grants-in-aid.*—The vaidiasalas are dispensaries of a private character worked by vaidyans who have received a special training at the Hindu School of Medicine at Trivandrum; they treated 62,050 patients in 42 dispensaries, at a cost to the State of Rs. 10,010, or As. 2–7 per head. These medical men are required, as a preliminary to receipt of State aid, either to have passed the highest examination in the above medical school, or to have satisfied a competent board of their knowledge of the system of native medicine as propounded in Ashtangahridaya. It is hoped that they possess a competent knowledge of anatomy and surgery; it is in these matters that native practitioners are so often defective.

There were six institutions worked under European methods which received regular grants-in-aid and treated 686 in-patients and 69,174 out-patients at a cost to the State of only Rs. 4,633 or just over one anna per head; three of these were in planting areas. Special grants were also made to four other institutions. It may be suggested that since the difference in the cost of patients to the State in Sirkar (As. 10–8) and aided (As. 1–6) institutions is so great, the grant-in-aid system might be more relied on for ~~any~~ further extensions of relief. The maximum grant is Rs. 1,200 per annum for which is required a *minimum* of 18,000 patients per annum and no further grant can be earned.

74. *Medical School.*—A medical school at Trivandrum for the training of Hospital Assistants for State and private practice was determined on during the year and established at the beginning of the current year. It is an experiment which will require careful watching and testing. In view of the obviously increasing demand for European modes of treatment and the growing cost of the State department, the encouragement of sound private enterprise is very desirable, but there must be no doubt as to the soundness.

75. *Buildings.*—The rapid increase in institutions necessitates, as in other Travancore departments, a large expenditure in buildings, both as new constructions and for repairs. It may be suggested that some, at least, of the new buildings should

be on the separate cottage system as in a cheap but effective way at Kulasegaram in order to give caste patients the benefits of hospital treatment as well as for obvious reasons of hygiene and comfort to patients; this would also admit of receiving paying in-patients. I have seen frequently the need for such wards. The Darbar Physician states in his report that the buildings are "in a very defective state throughout the State." I notice that for thirteen institutions complete buildings have been sanctioned, seven of them in 1894; out of these nine have not yet been put in hand; the rest were under construction. As in other departments, business has in many cases increased faster than accommodation.

## Instruction.

76. *General Statistics.*—Schools and scholars increased from 3,274 and 160,368 to 3,371 and 165,489 or by about 3 per cent. During the past five years the increase has been 26·8 and 39 per cent., respectively, from the figures of 1069. In round figures one-fourth of the pupils are at Sirkar schools, one-fourth at aided, and one-half at unaided schools; numerous schools were transferred during the year from unaided to aided.

77. *Number of pupils under instruction in proportion to population.*—Boys rose from 123,716 to 127,056 or by 2·7 per cent.; girls from 36,652 to 38,433 or by 4·9 per cent.; 41 per cent. of all boys and 13 per cent. of girls of school-going age (taken apparently at 23½ per cent. of the total population and not at the ratio accepted in Madras) were at school, the ratio having risen in five years from 30 and 8 per cent., respectively; nearly one-fourth of all pupils are girls. It is interesting to note that some of the Malayali Brahmans, both boys and girls, are pupils; also that the backward classes show an advance.

78. *Finance.*—The gross expenditure, as entered in paragraph 536, was Rupees 3,98,115, the income, chiefly from school-fees, Rs. 80,761, and the net cost to Government, Rs. 3,17,354. From the column for "Cost per pupil" it will be seen that each pupil in aided schools cost the Sirkar more than in Sirkar schools in English primary and Vernacular middle, and slightly less in the Vernacular primary schools; English middle and high schools for boys cost the Sirkar about the same per pupil. The figures in this column and some in other columns disagree materially with those in the text, 542 to 587 being calculated on different principles, which is confusing; the cost per college pupil is wrong and should be Rs. 191.

79. *Institutions by Standards.*—Government colleges increased by one, the Maharaja's high school for girls having become a second-grade college. There is nothing special to remark on collegiate education. English high and middle schools showed an increase in pupils, but the attendance in aided schools was unsatisfactory: there were no less than six English High schools unaided. The two English Primary schools nearly (one wholly) paid their expenses, while the aided schools cost the Sirkar Rs. 3–15–3 per pupil.

The Vernacular schools had nearly 93 per cent. of all pupils and increased in number and strength: of these schools, 388 with 37,602 pupils were Sirkar, 752 with 39,478 pupils were aided, and 2,120 with 76,374 pupils were unaided schools. Aided schools increased largely owing to the development of the grant-in-aid system. Three of the above were high schools (one for girls), 79 middle, of which 32 were for girls and 3,178 primary. The results of examination and attendance in the Sirkar high and middle schools were not particularly satisfactory, the aided Middle schools did better, especially the Nagercoil Girls' Boarding school. Primary schools increased in number and strength; the attendance was bad in the Sirkar schools but somewhat better in the aided schools.

80. *Attendance.*—Perhaps the most noticeable feature, apart from the steady increase in pupils, is their bad attendance. In Sirkar Vernacular primary schools, it was 70 per cent., with especially bad returns in the Southern range; in aided primary, it was better, viz., 79. In Vernacular middle schools it was about 75 per cent. for boys but only 62 for girls (Sirkar): in Vernacular high schools, attendance was about 80 per cent. except in the Trivandrum girls' school, where it was 68·5. In Sirkar English middle schools it was 86, in aided 83·6; in Sirkar English high schools 80 to 87 per cent., and in aided schools apparently below 80 per cent. except



in the convent girls' school where it was 87·3. To those accustomed to read of German schools with a percentage of attendance of over 99 per cent., sickness alone being an excuse, punctuality and regularity the almost invariable rule, these frequent and too often causeless absences are astonishing. An insistence on better attendance would go far to inculcate the very needful habit of punctuality.

81. *Training Schools.*—There were three of these essentials to education—one English, one Vernacular for men, started only in the year under review, and another for females. The English school trains for high, middle and primary school certificates; of the vernaculars, that for males trains only for the vernacular lower grade certificate, that for females for both higher and lower. The English school only passed completely 16 out of 31; the vernacular for males 21 out of 29; in the female normal school three passed the higher and three the lower certificate examination. There were also four aided training schools—two for females and two for males; these were chiefly, if not entirely, for Christians. The Holy Angel's Convent school was fairly successful; so also the Mission Cambridge Nicholson Institution at Kottayam.

In this connection the table in paragraph 535—qualifications of teachers—is instructive; omitting colleges and training schools, the results are as follows:—

| Classes of Institutions. | All schools together. | | | Vernacular Primary schools. | | | — |
|---|---|---|---|---|---|---|---|
| | Trained teachers. | Untrained teachers. | Percentage of trained teachers. | Trained teachers. | Untrained teachers. | Percentage of trained teachers. | |
| Sirkar .. .. | 165 | 1,377 | 10·7 | 23 | 779 | 2·9 | Percentages approximate. |
| Private, aided .. | 103 | 1,487 | 6·5 | 60 | 1,276 | 4·5 | |
| Private, unaided .. | 16 | 2,675 | 0·6 | 5 | 2,545 | 0·2 | |
| Total .. | 284 | 5,539 | 4·9 | 88 | 4,600 | 1·9 | |

In other words, about one in twenty of all teachers in all schools together were trained, but in Vernacular primary schools, where perhaps nine-tenths of the scholars get the whole of their education, less than one in 50 is trained. Sirkar schools show best in "all schools together," but in Vernacular primary schools they are considerably behind the aided schools; the number in the unaided schools is a negligible quantity. Of course, a large number of the primary private schools are for the backward classes, an argument indeed for specially trained teachers, since the one object of the education of such classes is to develop their intelligence. It is also true that, especially in Sirkar schools, some teachers have "a general education test" which, however, may be and often is of the smallest description; in Sirkar schools two-thirds of the untrained teachers, in aided schools one-third, and in unaided schools one-sixteenth have this small and vague qualification.

These figures coupled with those showing the school strength (paragraph 77 *supra*) disclose the chief anomaly of Travancore education; viz., so great an effective demand for education that there are, in proportion, more than twice as many boys and four times as many girls at school ~~than~~ in the Madras Presidency, and yet no effective supply of *trained* teachers; it is only in the year under review that the Normal school for the Vernacular school teachers has been started, while the present rate of, say, 25 trained per annum, but trained for a period of *one year* will take above 30 years to supply even the existing Sirkar Vernacular schools. The State has the funds and a strong department; if it has the will to give to its children an education equal to that of any country in the world. But for *that* its teachers must be taught; the requisites are many more at training schools with, at least, three years of training in Germany it is, even for village school teachers, from a minimum of three to a maximum of seven years upon a sound substratum of education at least equal to the upper secondary standard assured and decent prospects, and, both by rule and practice, obligatory preference for promotion or increased grants, in the case of trained teachers. There are obvious economies as well as sources of income, from which educational expenditure, not at all too high at

present, may be met. In the development of the *quality* of education, the new educational boards described in paragraph 675 of the report for 1072, and now 31 in number, may be of the highest value.

There are no sessional schools as in the Madras Presidency.

82. *Buildings.*—School accommodation is improving; some good Sirkar buildings are or have been built, and aided schools are improving in building and furniture. Frequently, however, the chief improvement, viz., the provision of properly directed and sufficient light, is not found.

83. *Agricultural Demonstration Farm.*—The "Agricultural Demonstration Farm" is an isolated institution, and being so, its utility is doubtful. Eleven young men are trained there as agricultural teachers, and nine primary schools have now been "converted into Agricultural schools;" this probably means that agricultural teaching is given therein. But the training, agricultural or general, of the teachers can hardly have been very effective, and I have not heard of agricultural school plots or ~~even of a text-book~~. In fact, if serious agricultural work is to be done, there must be a system and an organization which do not exist.

84. *Industrial Schools.*—The Sirkar industrial school continues to teach drawing and designing, and some apprentices get scholarships for working in metal, wood, pottery, &c. The stock of manufactures appears to be accumulating; manufactures in 1072 were valued at Rs. 6,314 and sales at Rs. 5,730; the closing balance of manufactured goods being Rs. 6,879; in 1073, the manufactures were Rs. 7,894 and sales only Rs. 4,972, leaving a further balance of Rs. 2,922 or Rs. 9,801 in hand. This is not promising. The net cost to Government was Rs. 8,178 or—by paragraph 536—Rs. 12,498. This also is an isolated school unconnected with any organization or system. To be of use it must be capable of creating or of supplying a demand whether for its arts, its industries, its products or its men.

85. *Sanskrit College.*—The Sanskrit College, Trivandrum, had 210 students; all candidates for the two grades of examination passed. The cost to Government was Rs. 9,332.

86. *The Reformatory School.*—This school increased in strength, and had 24 inmates at the close of the year, occupied in study, in gardening—only in ½ of an acre—and in the making up of quinine packets and office covers. The reward system has now been introduced and should prove useful. It might be well to introduce industries such as would enable boys, on leaving school, to take up honest remunerative work by which they could live.

87. *Registration of Books.*—Literary activity as measured by the output of books or pamphlets was quite inconsiderable, notwithstanding the scholastic activity of the people in general, and the consequent field—if not demand—for interesting and stimulating literature in the Vernaculars or in English. Possibly the State might find a method, whether by grants of honors or premia or otherwise, of stimulating literary inertia; with myriads of readers, good literature should find a profitable market. None or only one of the nine publications was of much general interest or usefulness.

88. *Museum and Public gardens.*—The cost of this institution rose to Rs. 34,384, but it is becoming a very attractive feature of Trivandrum and a place of much resort. The report does not state whether the gardens are being utilized for experimental purposes of an industrial character, such as experiments on the suitability of the plains of South Travancore for valuable exotics such as Mahogany and other timbers, drugs, &c. Forest experiments as suggested above might be greatly supplemented if the gardens were experimental and distributive as in Ceylon.

89. *Financial.*—The total outlay on "Education, Science and Art" as entered in the financial abstract, paragraph 444, was Rs. 4,86,487 as against Rs. 4,14,200 in 1072: deducting receipts from school fees, sales of manufactures, &c., of Rs. 92,747 as against Rs. 94,210 in 1072, the net cost to Government was Rs. 3,93,740 as against Rs. 3,19,990, an excess of Rs. 73,750. But the expenditure for education alone, as tabulated in paragraph 536, was Rs. 3,98,115, of which Rs. 80,761 were recovered as



fees, &c., leaving a net cost to Government of Rs. 3,17,354 or Rs. 49,202 in excess of the net cost in 1072, the figures for which were Rs. 3,44,371, Rs. 76,588 and Rs. 2,68,152, respectively.

The educational excess of Rs. 49,202 is chiefly due to increased grants-in-aid which, according to paragraph 536, cost Government about Rs. 33,121 in excess of those for 1072; the remaining excess of Rs. 16,081 is accounted for by the increased number and cost of the Sirkar schools less a large reduction in the cost of the college.

### Miscellaneous.

90. *Mint, &c.*—No special remarks are called for as regards the Mint and Elephant Department. The Government Press was re-organized and improved, and while it cost Rs. 5,978 more than in 1072, gross returns were Rs. 11,274 higher, leaving a much larger net profit.

91. *Stationery.*—"Stationery" shows a financial increase due to larger purchases [paragraph 444 (28)]. The table in paragraph 627 is constructed to show the values actually debitable to 1072, 1073 and 1074, respectively, and does not represent actual treasury disbursements which, as shown in paragraph 444 (28) are widely different and might lead to mistaken inferences. The actual amount in excess in 1073 over 1072 was only Rs. 15,726 against which must be set off the large increase in stock—Rs. 52,819 as against Rs. 28,795 at the beginning of the year—to be carried over to 1074. Hence the stationery expenditure of 1073 was actually less than that of 1072 by Rs. 8,207.

92. *State Life Assurance.*—A very interesting addition to the State Departments is that of a Life Assurance Agency for Sirkar officials receiving Rs. 10 and upwards as salary. It is largely based on the Mysore exemplar, and should work well and beneficially. The word "bonus" in sub-para. 6 means the gross amount payable at maturity of the claim, and not "bonus" in the ordinary life assurance meaning. The work done during the year was trifling, but the year was the first of the scheme.

### Financial.

93. *General.*—Debt heads—a very small amount—excluded, the revenue for the year was Rs. 89,20,565, the expenditure Rs. 94,80,173 and the deficit Rs. 5,59,608 or, debts heads included, Rs. 5,61,243.

The following table compares actuals for 1073 with those for 1072, with the original budget, and with the revised budget:—

| — | Actuals, 1072. | Actuals, 1073. | Budget, 1073. | Revised budget, 1073. | Difference, columns 2 and 3. | Difference, columns 3 and 4. | Difference, columns 3 and 5. |
|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |
| | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. | Rs. |
| Receipts .. .. .. | 88,28,223 | 89,20,565 | 85,73,328 | 88,58,403 | + 92,342 | + 3,47,237 | + 62,162 |
| Expenditure .. .. | 88,89,502 | 94,80,173 | 87,70,678 | 88,36,949 | + 5,90,671 | + 7,09,495 | + 6,43,224 |
| Deficit or Surplus .. | — 61,279 | — 5,59,608 | — 1,97,350 | + 21,454 | .. | .. | .. |

The following observations occur: (*a*) the actual receipts of 1073 exceed those of 1072 by nearly 1 lakh; this resulted chiefly from a rise in salt (·77), abkári (·37), tobacco (·27), cardamoms (·26), registration (·23), law and justice (·68), against falls in land revenue (1·31), forest (·14), interest (·13), miscellaneous (·24). While the rises represent probably permanent rises by reason of larger consumption, production and business, the falls are due to temporary causes; in land revenue, it is not a fall in revenue proper, but chiefly in sales of land or sales and redemptions of Viruthi (service inam) lands.

(*b*) The budget for 1073 was, as described in the review for 1072, too cautious in estimating receipts, being 3·47 lakhs below actuals, chiefly in land revenue (1·28), salt (·63), abkári (·42), registration (·29), &c.

(*c*) In expenditure the actuals exceeded those of 1072 by 5·9 lakhs, the budget by 7·09, the revised budget by 6·4 lakhs, and the receipts by 5·6 lakhs. It is not understood why there should have been so great a discrepancy between the *revised* budget and the actuals, that budget is dated 5th March 1898, by which time the unforeseen charges for famine, His Excellency's visit, and His Highness's visit to Madras, had all been met and should therefore have been known, while the Chief Engineer's budget for that year should have been at least known, if not criticised and passed, by the time that half the year had elapsed, whereas the budget allotment was still entered in the revised budget as 16 lakhs though the works budget was actually 20·65.

(*d*) The causes for the excess are (1) the non-budgeted items, viz., famine, His Excellency's visit, His Highness's return visit, and the gas-works; (2) budgeted items chiefly Devaswoms (·38), Oottupurahs (·21), general administration (·14), salt (·11), stamps (·17), forest (·58), law and justice (·14), jails (·12), education (·72), sanitation, &c. (·09), troops (·10), elephants and horses (·18), public works (1·09), stationery (·98), miscellaneous (·49), against which there are but few important set-offs, viz., cardamoms (—0·8), medical (—0·29). These increases are the increases over corresponding items in 1072; the same items generally show increases over the budget allotments though not usually to the same extent. In other words not only were there (*a*) heavy unforeseen items, aggregating above 3 lakhs, but also (*b*) nearly every department showed an increase, which though not fully gauged, was expected, as indicated in the budget for 1073 and in the review thereon; it will be seen by the table above that a deficit of 1·97 lakhs was actually estimated in the budget; see also paragraph 85 of the review for 1071. The heaviest item, of course, was in public works, which showed an increase over the budget in the Chief Engineer's Department of 4·15 lakhs; most of the unforeseen items (about 2 lakhs) fell on this department, but with the Kotayar project (3·12) the complete restoration of the great Southern road (·67), the Kóttayam-Kumili road (·99), the High range road (·26), and the writing off of wastage properly debitable to previous years (·59), added to the ordinary charges, it is obvious that excess expenditure was a foregone conclusion, and 16 lakhs a grant insufficient for the particular expenses of that year. The other departmental increases have been fully explained in the sectional reviews, some, such as stationery and stamps, being mere matters of account, others actual rises.

(*e*) As the result, the opening balance of Rs. 97,02,154 fell by 5·6 lakhs, viz., to Rs. 91,40,911; this forms the opening balance for 1074. Of this, 68 lakhs are in Government paper now at or above par (not "far below" as at the close of 1073), 18·73 in cash at treasuries, 3·35 in goods, and 1·28 in fixed deposit. "Goods" seem much undervalued, even taking merely goods intended for direct and immediate sale; *e.g.*, 1,70,211 maunds of home made salt, 1,42,533 maunds of Bombay salt, timber waiting sale at the depots worth at least 1½ lakhs, cardamoms, stamps, paddy, &c., altogether apart from stocks of goods and materials paid for in the year but intended for expenditure in 1074, from cash balances and advances with the Public Works Department [item "miscellaneous" in budget statement, charges, 27 (*f*)], and irrespective of Public Works, Medical and other stores.

### Revised Estimate for 1074.

94. *Receipts.*—Receipts are estimated at Rs. 89,27,173 as against Rs. 87,50,703 in the budget. This increase of 1·76 lakhs results chiefly from the marginally-noted changes. The opening balance was Rs. 91,40,911.

| | |
|---|---|
| Land Revenue | — ·30 |
| Salt | + ·49 |
| Stamps | — ·06 |
| Abkári | — ·32 |
| Customs | + ·56 |
| Tobacco | + ·11 |
| Cardamoms | + ·33 |
| Forest | — ·18 |
| Registration | + ·09 |
| Devaswoms | + ·08 |
| Law and Justice | + ·56 |
| Education | + ·08 |
| Public Works | + ·26 |

It seems possible that land revenue, owing to the present rapid disposal of Puthuvals in the Kóttayam division, registration, and forests with the large supply of timber at the depots, may give somewhat better results than are anticipated.



95. *Charges.*—Charges are estimated at Rs. 89,27,652 as against a budget estimate of Rs. 86,55,449, being an increase of Rs. 2,72,203; this results mainly from the charges noticed at side. From the remarks in the budget for 1075 it is gathered that in several cases the actuals of 1073 are the base of the revised figures, *e.g.*, survey and settlement which were much over-estimated, forests and education; in salt the excess is due to larger purchases necessitated by short stock at the end of 1073 and the higher prices of Bombay salt due to the plague; public works are brought up to 19·5 lakhs, of which 16 are for the Chief Engineer's department. The excess in education is based on the actuals for 1073 *plus* an allowance for salary increments, grants, &c., that in medical is due partly to possible expenditure on plague-measures, partly to increased establishments, partly to larger hospital charges. Under stationery the increase of Rs. 50,000 is merely nominal; it is payment at the end of 1074 for the supply of stationery for 1075.

| | |
|---|---|
| Survey and Settlement | — ·45 |
| Salt | + ·57 |
| Cardamoms | + ·08 |
| Forests | + ·40 |
| Law and Justice | + ·15 |
| Jails | + ·12 |
| Police | — ·06 |
| Education | + ·25 |
| Medical | + ·40 |
| Public Works | + ·50 |
| Stationery | + ·52 |
| Murajapam festival | + ·20 |

The total receipts being Rs. 89,27,173 and charges Rs. 89,27,652, the year is expected to close with the trifling deficit of Rs. 479 in other words, receipts and charges are expected to balance, and if charges are kept down to estimates, there will probably be a surplus. The closing balance, including debt heads, would be Rupees 91,35,645.

It is not however clear how the public works charges can be kept down to 16 lakhs in the Chief Engineer's Department; in 1072 the actuals were 18·24, and in 1073, 19·79 lakhs against budgets of 16 lakhs; deducting 2 lakhs odd for unforeseen charges in 1073, it seems that from 17 to 18 lakhs is nearer the mark than 16, since the same heavy special items run on into 1074 as in 1073, viz., the Kotayar, probably 3·5 lakhs, the completion of the great Southern road restoration (1 lakh), the Kóttayam-Kumili and High range roads, and the remaining half charges for the gas-works. Hence it seems doubtful whether 16 lakhs will suffice. Unless, then, receipts show an increase, the Darbar will have to face another ~~so-called but small~~ deficit.

### Budget Estimate for 1075.

96. *General.*—The opening balance is expected to be Rs. 91,35,645, the receipts Rs. 89,86,811, the expenditure Rs. 90,44,502, and the closing balance Rs. 90,77,954; a deficit is budgeted for, of Rs. 91,143.

97. *Receipts.*—The receipts of Rs. 89,86,811 are Rs. 40,423 above the actuals of 1073 and Rs. 35,075 above the revised estimate for 1074. This estimate appears reasonably based; if customs are estimated at a somewhat high figure, forests, registration, law and justice, seem somewhat low.

98. *Charges.*—Charges, at Rs. 90,44,502, are Rs. 4,63,129 below the actuals for 1073, and Rs. 87,500 above the revised estimate for 1074. With slight exceptions, they are based on the actuals for 1073, altered by the experience of 1074 and expected departmental expansions. Under Public Works 19·5 lakhs are entered, of which 16 are for the Chief Engineer's department; this corresponds with the revised estimate for 1074, but is 4·15 lakhs below the actuals of 1073; with heavy works actually in hand, this may prove insufficient, as suggested in the remarks on the revised estimate; stationery is reduced because of the extra charges in 1074 due to purchase of stock for 1075. An entry of 2 lakhs appears for the Murajapam ceremony; this is sexennial and is due in 1075.

99. *Deficit.*—There is an estimated deficit of Rs. 91,143; this would be a large surplus but for (*a*) the Murajapam ceremony (2 lakhs), (*b*) the Kotayar works (3·25) which, though in the category of directly reproductive works, the Darbar desires to carry out from current revenue. The excellent financial position of the Darbar is thus apparent; though every spending department has, of late, largely developed, the Darbar ~~is able~~ to spend 5½ lakhs outside of its ordinary charges with a small deficit

of less than 1 lakh; in a normal condition there would be a surplus of 4 lakhs. *Provided* that the needs of sound administration, and of well regulated progress in the several departments are met, it is immaterial whether funds for the Kotayar are provided direct from surplus revenue or from a reserve replenished by surplus revenue, and an inspection of the several items of expenditure shows that these ~~wants~~ needs are, with one possible exception, fully provided for and due expansions permitted. As stated above, the allotment of 16 lakhs for public works may be found insufficient, both in 1074 and in 1075, if ordinary public works, in which are bound up the interests and welfare of the public and the building needs of the several departments, whether Medical, Educational, Revenue, Judicial, &c., are to get full consideration during the progress of special works. It is also probable that if the Kotayar final estimates be sanctioned, it may be found more economical in work and more profitable in results, if work be pushed on by special extra allotment. Subject to these remarks the budget seems liberal and progressive and may be accepted.

### Conclusion.

100. The report and this review show clearly that the year 1073 has been one of general advance, not merely in expenditure but in organization, in administration and in improvements affecting the public welfare. Land revenue was better collected, both current and arrears, survey and settlement progressed, the departments of law and justice did more work, and, in general, with better results; the forest department was reorganized and improved in system; public works showed a larger outturn, effected many desirable improvements in whole or in part, and completed the designs and estimates for an irrigation project of great importance and difficulty; medical services were extended to more people by a developed department, and grants-in-aid were more freely given; education extended considerably, more schools were aided, and the training of vernacular-teachers was begun.

The excess of expenditure over income was due partly to unforeseen items, such as the distress, partly to heavy capital expenditure on the Kotayar works, partly to increased and necessary outlay in almost every department. But for the first two reasons there would have been a surplus instead of a deficit, and in the budgets for the current and succeeding year, the deficit is reduced to a small sum notwithstanding that all capital expenditure, even though reproductive as in the Kotayar, is, in each year, to be paid for out of current revenue—a method which, while it shows the excellent financial position of the State, is not free from the risk of a tendency to economy, where economy may be inadvisable.

The year was marked by the retirement of the late Diwan, the Honourable S. Shungara Subbier, C.I.E., whose services to the State have been eloquently mentioned by Mr. Rees in his review for 1072, and in the Government order thereon; I desire as Resident and as a friend to add my tribute of respect for his character and services. In his successor, Diwan Bahadur Mr. K. Krishnaswamy Rao, another personal friend, has taken up the work of administration—*quod bonum, faustum, felixque sit.*

I congratulate His Highness the Maharajah on the advance of the administration towards thorough efficiency and on the continued progress of the State under his watchful and liberal rule.

[ G. / 9 ]
1,000—19-2-97.

Pol (1899) Department.

D. O No. 258

Pres
Print in the usual form
See below

From Lt. Col. D. Nicholson Lyd 2-5

D. O.

9n1. 29/5/99

No.

Dated 22nd May 1899.
Received 26th " "
Registered — " —
Enclosures one.
Spare copies

SUBJECT.

Requesting that the accompanying paragraphs may be substituted for the corresponding ones in his Review of the Travancore Administration report for 1073.

Rees' letr dis. belongs to the orgl file 575/26 Pol
— ul. has not been sent to us.
Sd. 13/6

## BACK PAPERS.

| G.O. | No. | Department. | Date. |
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## FURTHER PAPERS.

| G.O. | No. | Department. | Date. |
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D.O. No. 258

Sow P

THE RESIDENCY TRAVANCORE

CHIEF SECRETARIAT
26 MAY 1893
GOVERNMENT OF MADRAS

Perinade.
22nd May 1893.

My dear Stokes

Will you kindly order the accompanying paragraphs to be substituted for the corresponding ones in my Review of the Travancore Admn report for 1073 just sent to you.

Yours sincerely,
D.O. 11/26/5.93. F. A. Nicholson

C16-8-99.
R19-8-99.

Political Department.

N O T E .

The accompanying review of the Travancore Administration Report is shorter than its predecessors; but in abbreviating the review, every endeavour has been made to avoid mere repetition. It will be seen that the report itself is preceded by a summary extending to 11 pages of foolscap print and that the Resident's review, which includes all items of importance, extends to another 24 pages. In these circumstances, there is not much left for Govt. to say, and this, only in the fair draft immediately below, the important branches of the administration have been commented upon as concisely as possible. The first copy of the review (flagged XX in the file) shows the reasons for omitting various paras.

Issue ff. 1918.

To the Govt.

To the Cl

Please see Draft D.O. also to Mr Nicholson below.

Cont
6/18

The perusal of this review leaves no doubt on my mind that the Collection & account of the Land Rev. are in a thoroughly unsatisfactory condition. What is wanted is a land registering village accounts with which the Talukdars & Watchmen are to be

annually ~~raised~~ ~~to~~ fund.
~~the~~ dispersing of trivial ~~&~~
petty complaints must be
discouraged: hence in the case
and process for which introduced
in such cases. The main thought
working of the Fund is also
a matter to be borne. The
training of teachers which is
at the root of good education
results must especially be
fostered.'

14/8/99.

I have perused the ff. D. the points emphasized in the above Note by the C.S. are to some extent noticed in the ff. D. The C.S. may write (D.O.) to the Resdt. in the sense of his Note of 14.8.99.

A.S.H
18.9.'99

Political Department.

S.D. Typ
A + R ✓
D / please return fair (& Typ's) to me.
14/8/99

My dear Nicholson,

I send you a proof copy of your review on the Travancore Administration report and budget estimate which is now in circulation. It is noticed that there are several portions in which the Press seems to have made typographical errors, and you would perhaps prefer to run over your report yourself. Please return the proof as early as possible.

Yours sincerely,

Cwd
16/8/99

14/8/99.

F. A. Nicholson Esq
C.S.

Fair submitted for C.S. signature
15/8/99

D

This D.O. should be dispd from Madras Office with proof of review.

RC
15/8/99.

Fair sent as desired
by H.C.
M 16/8/99.

D to note

RC
M

Get proof from Press & send to W. Nicholson

Cwd

Political Dept

My dear Nicholson,

I send you a proof copy of your review on the Transcaucasian Administration report and send you estimates which is more in circulation. It is noticed that there are several portions in which the Persian version is more accurate & topographical errors and you would perhaps prefer to run over your report yourself. Please return the proofs as early as possible.

Yours sincerely

(Sd) Ly. C.o.

F. A. Nicholson Esqr. I.S.

Despn. with proof 19.8.88.

E.

For H.C. Ma[illegible]

Herewith [illegible] copy of the D.o. [illegible] of the Cs. It has [illegible] the desp.d. with p[illegible]: vide copy of [illegible] letter in the marg[illegible] original is in circ.n

H.C

11

Sd/ proof from Prep

acct Dend to Mr. Nicholson

(2d) Ly C.a.

Pol Dept:-

C No 662.

19th August 99

D/O -

My Dear Nicholson -

In continuation of my D/O of this 15th inst, will you please return this copy of your review of the Travancore Admn Report, when corrected, to the Head Clerk, Chief Secretariat, Madras, in order that the issue of the Go thereon may be expedited - Govt Review which has been despatched to the Press today.

Yours sincerely.

H.W.
19/8/99

Curs.
19.8.99

H/Secy.

CHIEF SECRETARIAT
No 242
Dated 19-8-99.

J. A. Nicholson Esqre C.S.

Submit with Govt C.S
& return file to R.

Curs
19.8.99

R.
19/8/99

G. 9 ]
—11-8-98.

Weyell

Political (1899) Department.

D. O. No. 403

From J. A. Nicholson Esq c. 28

No.

Dated 21 August 1899

Received 22 " "

Registered " "

Enclosures one.

Spare copies.

SUBJECT.

Returning Proof of the Review of the Transactions of the Registration Office for 1898 with certain corrections.

Sent down 22.8.99

CA

The portions of the Resident's review, which Mr Nicholson wishes to be verified, have been compared with the Report. The entry "Stationery D.O. + (·98)" on page 22, para 93(d), of the Review agrees with the Report — except that the Report states "Stationery and Printing" — Please see page 106.

With reference to the other doubt raised by Mr Nicholson, attention is invited to para 118 of the Report, where it is stated that the "percentage of convictions secured in the latter," referring, it is understood, to convictions in charges against Police Officers in their private capacity, is 29·7 against 18·1. The Review states these "convictions" "rose to 28 per cent."

page 30.

## BACK PAPERS.

| G.O. | No. | Department. | Date. |
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## FURTHER PAPERS.

| G.O. | No. | Department. | Date. |
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D.O. No 403

Club.

Address.

GOVERNMENT OF MADRAS 29 August 1883.

Pkt

My dear Stokes

X

Your D.O. received yesterday with proof of my review of the Travancore Adm: Report.

I have gone through the proof & corrected some errors: I return it herewith.

Not having a copy of the Report with me I am in doubt on two points: perhaps your office

C No 662 —
(Travancore Adm.n Report)

Political Dept.

D/o.

5th Sept.r 99.

My dear Mackenzie,

With reference to the remarks of Mr. Nicholson in ~~para 4~~ last ~~letter~~ his review of the Travancore Administration Report, I am ~~directed~~ specially to request that you will ~~specially~~ impress upon the Darbar the need for radical improvement in the methods of collection and accounting for Land Revenue, ~~and for greater promptitude in dealing with Revenue and Registration cases generally~~. What appears to be wanted is a good system of village accounts with which the Taluk and Huzur accounts should be annually verified.

Other points which ~~require~~ require attention at the hands of the Darbar ~~need to be urged to give due~~ ~~and~~ attention to are the discouragement of trivial and petty complaints ~~by the introduction of institution and process fees in such cases~~; the more thorough working of the Forests, a matter to which attention has been called for several years past by the Darbar without any appreciable ~~result having~~ being made; and the ~~training~~ training of teachers, without a large proportion of which really good educational results are impossible. These points have already been more or less emphasized in G.O. No. [illegible] Pol., d/1-9-, but need to be specially brought to the Darbar's notice with ~~a view to~~ steps being taken to effect ~~reform~~ the.

Yours sincerely,

H. Wheeler

Note
See para 18 p6 of Review.

Note
See para 38 p10 of Review
& the last three years' Reviews
have spoken as strongly or
more so.

Note
para 81 page 19 of Resdt's review.

The letter originally
to receive after
despatch
Cmd

SECRETARIAT,
No. 257
Dated 5 9 1899

XXV

Desp 5/9/99

G. J. Mackenzie Esq. ICS
Resident
Trivandrum.

Note 2.9.99
Cmd

[ 6 / 24 ]

500-28-6-99

Political Department.

TRAVANCORE ADMINISTRATION REPORT.

C. No. 662. From the Resident in T. & C. Ref on C. No. 16, dated 16-5- 1899.

" " " , " , " 189 .

" " , " , " 189 .

" " , " , " 189 .

ORDER No.

Please have this typed. It is to be enclosed & marked as an Annexure

The administration report of the Travancore State for M.E.1073 (1897-1898) the budget estimates for M.E.1075 (1899-1900) were received by Govt. nearly six weeks after the due date. The report has been curtailed considerably, a change which does not appear to detract from its usefulness.

2. LAND REVENUE. The collection of current demand improved, though progress is being made in the reduction of arrears, there appears to be need for further vigorous action. The Diwan has called attention to this matter and improved results may be expected in the immediate future. The Governor in Council desires to emphasize the remarks of the Resident on the importance of prompt disposal of Revenue cases. The appointment of a Special Assistant to the

Note (× due 15th April) rec'd 22nd May

Is views by Govt. (vide Memorandum) & interchange with Resident at Trivandrum

& which in some respects might with advantage be carried even further

(para 13 of Report)

the Peishcar of the Kottayam Division who is giving his undivided attention to the reduction of the existing heavy arrears should result in a more satisfactory state of affairs but as pointed out by the Resident this arrangement affords no guarantee for future punctual disposal unless the Darbar insists on radical improvement in this direction and determines to take serious notice of any tendency on the part of Revenue officers to let the cases again fall into arrears. The disposal of transfers of registry and of land acquisition cases might also be more prompt.

The Resident has drawn attention to the necessity for greater promptitude in the disposal of revenue cases, of transfer of registry of land acquisition cases, & he states that the reforms of defects in revenue organization & system alluded to in the review of the report for the previous year is under correspondence with the Darbar. The Governor in Council need not point out that the a speedy decision in this matter is desirable from every point of view.

Paras 4, 5 & 7 of review

Para 9.

3. SURVEY AND SETTLEMENT. Progress in Survey continued to be good. Of the 31 taluks of the State 7 yet remain to be surveyed and made ready for settlement and of these 4 are now under survey. The settlement establishment was brought up to almost its full sanctioned strength during the year and rapid progress may now be expected.

4. POLICE. Detection improved, but there was a marked decline in the percentage of stolen property recovered. The "register of known depredators" was revised and rendered more reliable and the system of identification of criminals by means of anthropometical measurements has been replaced by that of finger print impressions with, apparently, satisfactory results. The attention of the Darbar should be drawn to the suggestion in para 15 of the Resident's review as regards the levy of process fees from complainants in non-cognizable

Civil - The Resident has brought this matter up in his review

para 11.

para 122 (page 31) of Report.

para 16 of Review

Resdt has noticed all this - Civil?

Civil



Para 17 Resdt's review

Dr. Nicholson's analysis of the criminal statistics points to

(para 163 of Report

Para 21 of Resdt's review

para 23 of Review

Note The Resdt. has clearly summarized these facts & I do not think it is desirable, usefully to add anything to his remarks

Civil

(Para 201 of Report)

cases and the necessity for more accurate representation of the amount of crime in the State.

5. CRIMINAL & CIVIL JUSTICE. The Resdt is of opinion that the judicial work of this state is well done & for this observation there appear to be good grounds. Attention is being paid to the necessity for greater care in the prosecution of public servants, & the Darbar would be well advised to insist on more regular inspection of subordinate courts.

6. JAILS. Punishments inflicted in prisons increased - notably under corporal punishments - in consequence of the rioting which followed on the introduction of the provisions of the new Prisons Regulation. The great increase in the nett cost of the Central Jail and the need for economy and for the development of remunerative employment of convicts are receiving attention.

7. CIVIL JUSTICE. The institutions in the Civil Courts [illegible] The increase in the [illegible], which is steadily for some years past, largely attributable [illegible] as in [illegible] M.E. 1072, to the introduction of the Jenmi and Kudyan Regulation and accounts for the considerable rise in the average duration of suits and in arrears is attributed

(Para 366 of Report)

para 332.
par 107.
page cix. appendix.

para 377 of Report -

The Darbar now has under final consideration the extended Kotayar project involving an outlay of 27 lakhs. The Diwan explains, with reference to the Resident's remarks in his review of the last Administration Report, that the works now in progress in connection with this project are covered by the original sanctioned estimate and that it is not proposed to proceed further with the larger estimate pending careful consideration of the same.

The rules passed by the Darbar, ~~based on those in force in British India~~, for regulating the execution of works and requiring ~~strict~~ adherence, ~~within prescribed limits~~, to sanctioned estimates cannot fail to have a beneficial effect on the working of this department if the observance of the rules by all officers ~~and departments~~ is insisted upon.

It is clear that from the manner in which the total expenditure exceeded the budget drawn in M.S. while the revised estimate was placed even lower than the budget estimate that such rules are urgently needed to regularise excess Public Works outlay

(Para 9 of Report)

It is observed that the total outlay is given at the different amounts, in para 332 page 107 of the report and page cix of the app. pendix.

11. FINANCIAL. The finances of the State are in a flourishing condition; increased receipts occur under almost all heads ~~and are~~ of a permanent nature, while the decrease of 1.31 lakh in Land Revenue is shown to be due to causes of a special and temporary nature, ~~the actual nett revenue from lands under cultivation exhibiting, in fact, a slight rise.~~

The opening balance for 1073 ~~was~~ Rs. (97.02 lakhs) ~~which~~ was reduced to Rs. 91.41 lakhs at the commencement of 1074 and is expected to stand at Rs.

91.36 lakhs at the opening of 1075 A

feature of the financial administration of the year was the unprecedented deficit of Rs. 5.61 lakhs; which this is fully dealt with by the Resident in para. 93(d) of his review. It is apparent that the unusual increase in expenditure was due to causes largely foreseen and unavoidable; the comments of the Resident in clause (c) of the same para. of his review are, however, commended to the consideration of the Darbar.

The revised estimate for 1074 anticipates a nominal deficit; the Resident considers, however, that the receipts have been placed too low.

The budget estimate for 1075 appears to be judicious and, as remarked by the Resident, "liberal and progressive".

12. VITAL STATISTICS and MEDICAL. There appears to be great room for improvement in the registration of Vital Statistics, and the percentage of reports in vaccination might be higher. Medical relief has been carried on on the usual liberal scale and it is clear that H.H. the Maharaja appreciates the need for encouraging, as far as possible, the use of modern scientific methods of treatment; a further example of this desire has been afforded by the institution, during the year, of a Medical Training School. The only apparently unsatisfactory feature of the Medical Administration is

para 69 of Review.

(para 75 of Report)

is to be found in the ~~results of the~~ work of midwives ~~engaged in the State~~, a matter which has been commented on in the last three reviews ~~of~~ by the Resident. The Resident and also the Darbar Physician ~~&~~ call attention to the need for ~~expediting the construction of new buildings for the accommodation of the increasing number of patients~~ increased & improved hospital accommodation.

13. EDUCATION. The solicitude of the State for the advancement of education among all classes has been fully maintained. The Resident ~~adverts~~ remarks of this as to the necessity for ensuring an effective supply of ~~well~~ trained teachers, ~~for both English and Vernacular Schools and to the advisability of~~ & the question of introducing industrial instruction in the Reformatory for boys. ~~The suggestion of the Resident for the encouragement of literary enterprise is commended~~ should be brought to the notice of the Darbar.

para 81 of Review.

(Para 87 of Review)

14. CONCLUSION. The Governor in Council has much pleasure in endorsing the remarks of the Resident as to the general advance which the year M.E. 1073 has witnessed in all departments and congratulates His Highness the Maharaja on the increasing degree of efficiency which has characterised the administration generally.

To
The Resident in T. & C.

No.

No.

Copy to the Government of India,
Foreign Department.

8.

No.

Copy to the Government of India,
Foreign Department.

J.W.E.
28/7/88

For the Cl.

This draft has been typed in accordance with my rough copy as reduced by you today on perusal – a few slight changes, only, being introduced where rendered necessary by on comparing with facts.

J.W.E.
29/7/88

G
24
500-28-6-99

Political DEPARTMENT

TRAVANCORE ADMINISTRATION REPORT

C. No. 662 From the Resident T. Revises on No. 16 Typed dated 10th May 1899.

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R. N.B. Sig. to go to Govt. after the issue of the various papers below C's note

Chief Secy 19.5.99

Jour. F. 19/5/99.

ORDER, No. 405 F 75 81 Sept 99

The administration report of the Travancore State for M.E. 1073 (1897-98) and the budget estimates for M.E. 1075 (1899-1900) were received by Govt. nearly six weeks after the due date. The report has been curtailed considerably, a change which does not appear to detract from its usefulness and which, might with advantage be carried even further. The review by the Ag: Resident (Mr. Nicholson) is exhaustive and interesting. His various suggestions will doubtless receive due attention at the hands of the Darbar.

2. LAND REVENUE. The collection of the current demand improved, and although progress is being made in the reduction of arrears, there appears to be need for further vigorous action. The Diwan has dealt with this matter and improved results may be expected in the immediate future. The Resident remarks

× Note (due 15th April) recd. 25th May

R Mr. Please note - The D.P. is being dispatched to Mr. H 19/5/99

Please have this hurried through speedily. A copy of this review has been sent to the Hon'ble Mr. Nicholson for correction of typographical errors. See D.O. below. The Press can go on meanwhile forwarding this review. Better put up D.O. below. N. orders

( para 13 of Report)

Mr. H to return this corrected copy to the Head Sheristadar. Mark the typographical corrections in the copy with this. Could meanwhile be attended

Chief 19.5.99

Paras 4, 5 & 7 of review

necessity for greater promptitude in the disposal of revenue cases, of transfers of registry and of land acquisition cases, and he states that the reform of defects in revenue organization and system alluded to in the review of the report for the previous year is under correspondence with the Darbar. The Governor in Council need not point out that a speedy decision in this matter is desirable from every point of view.

Para 9 ibid

3. POLICE. The attention of the Darbar should be drawn to the suggestion in para 15 of the Resident's review as regards the levy of process fees from complainants in non-cognizable cases. Mr. Nicholson's analysis of the criminal statistics points to the necessity for a more accurate representation of the amount of crime in the State.

Para 17 ibid

4. CRIMINAL & CIVIL JUSTICE. The Resident appears to be of opinion that the judicial work of the State is well done, and for this opinion there appear to be good grounds. Attention is being paid to the necessity for greater care being exercised in the prosecution of public servants, and the Darbar would be well advised to insist on the more regular inspection of subordinate courts. The increase in the institutions in the Civil Courts, which has been steady for some years past, is attributed largely , as in

(Para 153 of Report)

Para 21 of Resident's review

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M.E. 1072, to the introduction of the Jenmi and Kudyan Regulation and accounts for the considerable rise in the average duration of suits and in arrears. This rise may, therefore, be expected to be temporary only. The introduction of a system of payment of court fees in stamps, instead of in cash, appears to be desirable.

Para 30 of Resident's review

5. FORESTS. The Resident rightly observes that the Travancore Forests are only in their infancy as regards working, productiveness, and revenue. His interesting comments on this branch of the administration are commended to the attention of H.H. the Maharaja. As in former years, the most pressing needs ~~are~~ are the energetic extension of reservation, larger outlay on forest communications, and careful attention to the needs of the Indian market, so far as those needs can be met.

para 377 of Report.

6. PUBLIC WORKS. The rules passed by the Darbar have been for regulating the execution of works and requiring adherence to sanctioned estimates. These cannot fail to have a beneficial effect on the working of this department, if the observance of the rules by all officers is insisted upon. It is clear from the manner in which the total expenditure exceeded the budget grant in M.E. 1073, whilst the revised estimate was placed even lower than

the budget estimate, that such rules are urgently needed to regularize Public Works outlay. It is observed that the total outlay is stated at three different amounts, in para 332 and on page 107 of the report and on page CIX of the appendices. The

(Para 366 of Report)

Darbar has now under final consideration the extended Kotayar project involving an outlay of 27 lakhs. The Diwan explains, with reference to the Resident's remarks in his review of the last Administration Report, that the works now in progress in connection with this project are covered by the original sanctioned estimate, and that it is not proposed to proceed further with the larger estimate pending careful consideration of the same.

7. FINANCIAL. The finances of the State are in a flourishing condition; increased receipts of a permanent nature occur under almost all heads, while the decrease of 1.84 lakh in Land Revenue is shown to be due to causes of a special and temporary nature. The opening balance

(Para 9 ibid.)

for 1073 (97.03 lakhs) was reduced to 91.41 lakhs at the commencement of 1074, and is expected to stand at 91.36/and at 90.76 at the close of that year. This reduction is caused by outlay on extraordinary items and by providing for capital expenditure from current revenue. A feature of

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the financial administration of the year was the unprecedented deficit of 5.61 lakhs, which is fully dealt with by the Resident in para. 93(d) of his review.

The budget estimate for 1075 appears to be judicious and, as remarked by the Resident, "liberal and progressive". As in the case of the Public Works Dept., the Darbar would be well advised to insist, in all depts, on a close adherence to estimates.

3. VITAL STATISTICS & MEDICAL. There appears to be great room for improvement in the registration of Vital Statistics, and in the working of the vaccination department. Medical relief has been ~~carried on~~ administered on the usual liberal scale and it is clear that H.H. the Maharaja appreciates the need for encouraging, as far as possible, the use of modern scientific methods of treatment. A further example of this desire has been afforded by the institution, during the year, of a Medical Training School. The only apparently unsatisfactory feature of the medical administration is to be found in the work of midwives, a matter which has been commented on ~~in the last three reviews~~ by the Resident. The Resident ~~has~~ and also the Darbar Physician call attention to the need for increased and improved hospital accommodation.

9. EDUCATION. The solicitude of

(Para 75 of Review)

the State for the advancement of education among all classes has been fully maintained. The remarks of the Resident as to the necessity for ensuring an effective supply of trained teachers, and the introduction of industrial in~~spection~~struction in the Reformatory for boys should be brought to the notice of the Darbar.

10. CONCLUSION. The Governor in Council has much pleasure in endorsing the remarks of the Resident as to the general advance which the year M.E. 1073 has witnessed in all departments, and congratulates His Highness the Maharaja on the increasing degree of efficiency which has characterized the administration generally.

To

The Resident in T. & C. [illegible]

Cus. 10/8/99

141 Pol.

– Public Depl (with ref to para 6) of Resdt's report

Desp 1/9/99

No. 576. Desp with Resident's D.O. dated 4/8/99 with Enclosure

Copy to the Govt. of India, Foreign Department.

Cus to letter

141 Pol.

First copy sent to Press.

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Read again G.O., No. , dated 189

Current No.

Enclosures to G. No.

Letter of Government

Letter of Government.

Statement with ditto.

Papers not filed up, being meant for despatch in original.

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N.B.—

A = Print in full.
B = Not to be printed.
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