

REVIEW

BY THE

MADRAS GOVERNMENT

OF THE

ADMINISTRATION REPORT OF THE  
COCHIN STATE,

FOR THE MALABAR YEAR 1079.

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*PUBLISHED BY AUTHORITY.*

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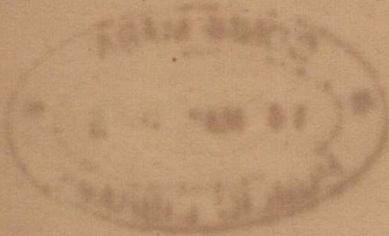


LETTER

ADMINISTRATIVE REPORT

QUALITY CONTROL

FOR THE YEAR 1951



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REVIEW  
OF THE  
ADMINISTRATION REPORT  
OF THE  
COCHIN STATE,  
FOR THE MALABAR YEAR 1079.

*From J. ANDREW, Esq., I.C.S., Resident in Travancore and Cochin, to the Chief Secretary to Government, dated Trivandrum, 14th January 1905, No. 64.*

I have the honour to forward the Administration Report of the Cochin State for the Malabar year 1079 (1903-1904).

GENERAL AND POLITICAL.

2. Mr. G. T. Mackenzie was Resident and Mr. N. Pattabhirama Row, Diwan throughout the year.

3. His Highness the Raja made a tour in South India in the course of which he visited among other places Pondicherry, Rámésvaram, Madras and Travancore, being the guest of His Excellency the Governor in Madras and of His Highness the Maharaja in Travancore. His Highness the Raja also showed the keen interest he takes in the welfare and progress of his State by making a tour entailing much personal exertion and fatigue through his forests during which he inspected the forest tramway under construction and took steps for the extension of the line. His Highness also inspected some lands proposed to be reserved as Teak Forest in order to satisfy himself after personal inspection and after hearing the ryots if the reservation would work undue hardship, and His Highness also received a deputation of the members of the "Nelliampathy Coffee Planters' Association".

LAND REVENUE.

4. In their order on the Administration Report for 1078 (1902-1903) Government desired all arrears to be entered in the Demand, Collection and Balance statements in future reports. This has not been done in the present report for the reasons set forth in paragraph 5 thereof according to which these arrears amount to almost 46 lakhs, over 90 per cent. of which however is fictitious. The Darbar, however, do not consider it desirable to write off any portion without detailed enquiry. Efforts on somewhat inadequate scale have been made to dispose of these fictitious arrears, and some progress has been made. Now that a special officer has been appointed it is hoped that all the irrecoverable or fictitious arrears may be cleared off before the introduction of the new settlement. It is impossible however to tell if this is likely to be the case, as though the Diwan reports that the lists received up to date contain 2,100 such items he gives no idea as to the number of lists or items that have yet to come in. Information is not given as to the nature of these fictitious arrears, but from a memorandum I have received in connection with the proposed settlement I find that over six lakhs relate to charges nominally made during the last 60 years or so on account of second crop cultivation and that His Highness sanctioned the writing off of the greater portion of this amount during the past few months. It may be therefore hoped that the Darbar will see that the special officer strenuously pushes on with the work.

## SURVEY.

5. It does not appear if sufficient steps have yet been taken for the maintenance of survey marks and the correction of field survey books, and if this is so the Darbar would do well to pay adequate attention to this important matter at once. It is satisfactory to notice however that steps have been taken towards the preparation of duplicate and triplicate copies of Field Account books.

## REVENUE SETTLEMENT.

6. A scheme for the Revenue settlement of the State was under consideration during the year and the Darbar has within the last few weeks sent it up in its final shape and the same has been forwarded to Government.

## POLICE.

7. Considering the remarks that have been made in previous reviews on the need that exists for protecting the Police in Cochin against vexatious complaints it is not satisfactory to learn that compensation was awarded in only 3 out of 41 cases of private prosecution that ended in acquittal. No less than 86 per cent. worth of property lost was recovered, a very satisfactory state of things if the high percentage fairly represents the general success of the police in recovering lost property and is not made up by success in a few cases relating to large amounts.

8. It is satisfactory to know that in accordance with the advice of Government on last year's administration report the Darbar have introduced a system of finger prints for the identification of criminals.

9. The report is silent as to the number and condition of the military police formed in consequence of the withdrawal of the troops from Trichur in 1900. The late Assistant Resident Captain Strong inspected this force at Trichur in May 1904 and found that the men showed keenness in musketry and that the Superintendent of Police Mr. A. Subba Rao had taken great interest in their individual instruction, and that some old soldiers of the Indian Army had been engaged as instructors. In accordance with the recommendations made, the Government of India have since the close of the year sanctioned on payment the supply of smooth bore sniders and buck-shot ammunition for this force. The rest of the Police force is armed with the old fashioned muzzle loading muskets.

## CRIMINAL JUSTICE.

10. There appears to have been some improvement in the administration of criminal justice and this is especially noticeable in the case of the District Magistrates against whose convictions there was a substantial decrease in the percentage of appeals accompanied by a substantial increase in the percentage of confirmation.

11. The number of cases in which compensation was given for vexatious and malicious complaints rose from 88 to 127, and this is satisfactory as Cochin appears to be noted for the number of such complaints. The report is silent as to the use made of the preventive sections of the Cochin Code of Criminal Procedure and it would be as well if future reports contained information on this subject as in Cochin as well as elsewhere prevention is better than cure in criminal matters.

12. It is stated that not a single one of the 5,871 witnesses examined was detained for more than three days and it is to be hoped that this was really the case and that none of the magistrates resort to any improper artifices in the preparation of their returns in order to show such a remarkably satisfactory state of things.

## JAILS.

13. In spite of the remarks made by Government on the administration reports of the last two years the rules under the Prison Regulation of 1076 have not yet been passed, and although it is satisfactory to learn that the jail administration has improved, there is no doubt whatever that there is great room for further improvement of an urgent nature. The events connected with the grievous hurt which resulted in the death of a convict constitute a grave scandal in jail administration, and I am glad to say that the Diwan realised its importance to such an extent that he lately deputed

one of the Judges of the Chief Court to make a thorough searching enquiry into the general administration of the Central Jail, and to suggest measures for its improvement, as well as into the facts connected with the death of the convict. The report of the Judge will no doubt be fully weighed by the Darbar in finally drafting the rules now under consideration, and it will be a matter for satisfaction if the Central Jail is soon reformed in such a way as to be no longer a blot on the administration. I understand that in connection with the convict's death the Superintendent and some of his subordinates have been placed under suspension pending the result of the enquiry.

14. The number of prisoners treated in the Central Jail Hospital largely exceeded that of the previous year in spite of the general healthiness of the season and of the fact that the attendance in the hospitals decreased in consequence. I would, however, in the absence of materials hesitate to say that this was due to defective jail administration.

#### CIVIL JUSTICE.

15. An unduly large number of long pending cases stood in the file of the Anjikaimal District Court at the close of the year.

The Chief Court closed the year with a heavy balance of 178 appeal suits, of which no less than 8 were over 12 months and 36 over 6 months against 3 and 13 in the previous year. No reason has been assigned for this apparently unfavourable feature of the appellate work of the Chief Court. Nor has any explanation been offered for the pendency for over a year of no less than 36 references under the Land Acquisition Regulation, whereas there was no such case pending over 12 months at the close of the previous year. Doubtless these apparently undue delays could be, but have not been, satisfactorily explained.

#### FORESTS.

16. The Forest department administered an area of 610 square miles and the Darbar pays well deserved tribute to the good work done by the Conservator Mr. Alwar Chetty in Forest administration generally, and to the special Forest Engineer Mr. Haffield and other officers in their difficult work connected with the construction of the Forest tramway. His Highness who appears to take a keen interest in forest matters inspected, as already stated, this tramway. The Darbar found further extension to be necessary and the scheme now provides for a tram line 33 miles long, with a timber slide 7,000 feet long and a double track of self-acting incline over 5,000 feet long. The work is difficult and the officers and men employed on it have suffered much from fever, but it is almost certain to prove a striking instance of successful commercial enterprise in Native State administration.

17. Much business was carried on and large quantities of teak and firewood were sent to railways and of rosewood to the Gun Carriage Factory and to Europe. The gross yield and outturn of forest produce is shown in paragraph 95, and it is satisfactory to know that in spite of the large quantities extracted the Darbar is careful to see that the extraction does not exceed the actual annual production, and care must be taken, as already desired by Government, to see that forest development does not unduly interfere with the interests of the people.

18. It is a matter for regret that the Darbar has not yet been able to introduce the Forest Regulation which was approved of by Government more than a year ago as the rules under its various sections have not yet been framed.

#### RAILWAY.

19. The net earning represents 3.04 per cent. on the net capital expenditure which is satisfactory considering that the traffic is expanding.

20. The Darbar have yet taken no steps regarding the scheme for the direct transit of goods from the ships' side to the Ernakulam station to which Government alluded in its Order No. 336, Political, dated 21st July 1903, on the administration report for 1077.

## SALT.

21. As regards the balance of 4,320 maunds of undelivered salt the Diwan has since reported that the contractor delivered 3,111 during the current year and that full duty has been ordered to be levied on the remainder. Steps were taken for the supply of a better quality of salt from Bombay.

## ABKARI.

22. Although it is stated that the Abkari Regulation with the necessary rules were published towards the close of the year, it cannot be said that the abkari administration which has been so severely criticised in late years is yet in a satisfactory state. Government have recently had occasion to draw attention to the large number of liquor shops near the British frontier and to various malpractices connected with the manufacture and sale of liquor on the Cochin side, and it is hoped that the steps which the Darbar have undertaken will effectively put an end to the evils complained of though there were undoubtedly difficulties in dealing with the subject during the currency of the present contract which expires in next August.

## VITAL STATISTICS.

23. But little reliance can be placed on the figures given which show a birth and death rate of only 9.1 and 8.8 per mille and earnest efforts should be made to secure more correct registration.

## VACCINATION.

24. The improvement as compared with the previous year, was but very slight, and the results are not satisfactory. Only 1,190 children under 1 year were vaccinated as against 7,419 births recorded, and probably the actual number of births was three or four times that figure.

## MEDICAL.

25. The inmates of the Lunatic Asylum are at present accommodated in a very unsuitable building at Trichur and the Darbar contemplates providing a ward for them in the Ernakulam General Hospital. I doubt very much, however, if this would prove a satisfactory solution of the difficulty and the Darbar is considering the matter.

## EDUCATION.

26. Partly with a view to bring a large number of unaided schools under control, as advised by Government in their order on the previous year's report, a committee was appointed to revise the Grant-in-Aid rules; these have been drawn up and are now under consideration. In spite of the saving in the cost of the Ernakulam College, less money was spent on primary education than in the previous year, and but little more on secondary education.

## FINANCIAL.

27. The following statement shows concisely the accounts for the year under report:—

	Year 1079.	
	RS.	
Opening balance (cash) .. .. .	.. .. .	1,67,450
Receipts under the service heads .. .. .	.. .. .	29,04,702
Other receipts .. .. .	.. .. .	42,40,977
	Total ..	73,13,129
Expenditure under the service heads .. .. .	.. .. .	28,84,955
(Other expenditure) .. .. .	.. .. .	42,43,887
	Total ..	71,28,842
Closing balance (cash) .. .. .	.. .. .	1,84,287

As compared with the previous year there is a rise in the ordinary receipts as well as in the ordinary expenditure, the former amounting to Rs. 4.88 lakhs and the latter to Rs. 1.67 lakhs. The rise in the receipts is mainly due to the increases appearing under Customs, Forest and Railway, namely, Rs. 2.21, Rs. 1.76 and Rs. 1.23 lakhs, respectively. The increase under Customs is only nominal and represents two years' amounts received from the British Government under the Interportal Trade Convention. As regards Forest, owing to difficulty in disposing of stock there was in 1078 a fall of Rs. 2.18 lakhs, and this fall was nearly made up in 1079. The increase under Railway is substantial and is due to the fact that the line having been opened for traffic in 1078 the Darbar in 1079 secured a full year's profits. On the other hand there are two notable decreases, one under Salt Rs. 32,821 and the other under Stamps, Rs. 24,918. The decrease under Salt, was chiefly, due to the reduction of duty. Owing to this same cause there was a decrease in the previous year also.

As regards expenditure there is a marked reduction of Rs. 2.27 lakhs under Miscellaneous, because in the previous year there was a special item of expense debited to this head, namely, His Highness' tour to Delhi. Against this reduction there are some heavy increases, for instance, Rs. 1.83 lakhs under Railway and Rs. .84 lakh under Forest. Other increases are Rs. .49 lakh and Rs. .11 lakh under Palace and Religious, respectively, and Rs. .37 lakh under Excise. The increase under Palace is explained as due to His Highness' trip to Madras, Ráméswarem, etc., and that under Excise as due to purchase of a better quality of salt. The Darbar had also to pay a larger sum as interest on loans, the total amount paid as such being Rs. 93,978.

28. It has hitherto been customary to show the railway among the service heads on the receipt side and among the debt heads on the expenditure side: in the report under review it has been appropriately classed as a service head for purpose of expenditure as well as receipt.

29. The Diwan mentions a surplus of Rs. 19,747 as the result of the ordinary transactions of the year. This is obtained by taking full credit for the receipts under Customs, but a sum of Rs. 1.11 lakhs belongs to the previous year and if this amount is set back to that year, the result is really a deficit of Rs. 90,753. At the same time it has to be remembered that the expenditure on the railway was met from the current revenues, as also a further sum of Rs. 1.38 lakhs spent on the Forest tramway and timber slide.

30. In regard to the State Debenture loan of Rs. 10 lakhs started during the previous year the exact amount allotted is not given, but it is said that Rs. 9,18,790 was collected in the two years together. Therefore the total indebtedness of the State at the end of the year 1079 was roughly Rs. 22 lakhs. The Darbar have already made provision in the budget of 1080 for a sinking fund for the purpose of paying off this debt.

#### ACCOUNTS.

31. In 1898 the accounts of the State were overhauled and a new system of accounts planned on the British model was introduced. In 1899 the Darbar also issued a Financial Code in which provision was made for a periodical test audit of the State accounts by an outside officer. In pursuance of this provision the Darbar in October 1903 obtained with the sanction of the Government of India the services of Mr. E. S. Hensman, Chief Superintendent in the Madras Accountant-General's office, for a period of three months. Mr. Hensman in submitting a detailed report stated that the existing system, both of audit and account, ensured an effective control over the revenue and expenditure of the State. He also made several useful suggestions pointing out the directions in which further improvement was possible. All these suggestions with slight modifications in some cases have been approved of by the Darbar. One important suggestion was the abolition of the Huzur Treasury either by the introduction of the pre-audit system or the formation of sub-treasuries into District treasuries. The Darbar has accepted the latter alternative.

## CONCLUSION.

32. In spite of the defects that have been pointed out the administration has been one of enlightened progress on which His Highness, who takes such an intelligent interest in the welfare of the State, may be congratulated. As to the defects which have been pointed out there is every reason, judging by the past, to think that the Darbar will make every effort to remedy them as speedily as possible; and the Diwan who has special qualifications for settlement work will be relied on to bring to an early and successful termination whatever scheme of revenue settlement may be finally adopted.

## GOVERNMENT OF MADRAS.

## POLITICAL DEPARTMENT.

ORDER—No. 159, Political, dated 22nd March 1905.

*Land Revenue.*—The Government trust that the scrutiny and disposal of old land revenue arrears has been energetically pushed on since the issue of the Administration Report and that all arrears admittedly fictitious have been or will be written off the accounts before the publication of the Settlement notification. In the contrary case the Darbar should be advised to inaugurate the new settlement by writing off with the least possible delay all arrears which it would be clearly impossible or inequitable to collect.

2. *Land Survey.*—The need for providing by adequate measures for the maintenance of survey marks is illustrated by the fact that “a supplemental and revision survey” of the taluks of Kanayanur, Cochin and Cranganur is found to be essential within two or three years of the completion of the original survey of these taluks. The Darbar were advised in the orders on the Administration Report of 1900–1901 “to make early and efficient arrangements for the maintenance of survey marks and the correction of field survey books”. Apparently no steps have yet been taken in the matter. If that is so, the dangers of neglecting, even for inconsiderable periods, the maintenance of survey marks and records, should be pointed out to the Darbar and they should be urged to take appropriate measures without further delay.

3. *Settlement.*—The Government have recently signified their approval of the notification which the Darbar propose to issue regarding the settlement of the land revenue and have stated that they consider the scheme submitted to them to be, on the whole, moderate and equitable in its provisions. The Government have observed with much pleasure that it is the intention of the Darbar to undertake the redistribution of the burden on the land in the interests of the cultivator without any desire or expectation of immediate and direct recompense to the treasury, and they have no doubt that the Darbar will carry out this great reform with no less energy and care than if they expected from it an ample and immediate benefit. In view of the importance which they attach to the subject, the Government will be glad to have in future Administration Reports full and detailed accounts of the progress of the settlement. They hope that the settlement will be energetically carried out and completed without any unreasonable delay.

4. *Police.*—Information should have been given in this report and should be given in future reports regarding the number and condition of the military police of the State.

5. *Criminal Justice.*—The Resident draws attention to the absence of any information as to the use made of the preventive sections of the Code of Criminal Procedure. The Cochin Darbar should be advised to supply the omission in future reports.

6. *Jails.*—The Government regret to observe that the issue of rules under the Prison Regulation continues to be delayed. Some explanation of the delay should have been furnished.

7. *Vital Statistics and Vaccination* are subjects which do not appear to receive adequate attention.

8. *Education.*—The extension of State control over education was suggested by the Government in their remarks on the Administration Report for the year 1901–1902. They are glad to see that the Darbar are adopting measures to that end. The expenditure on pupils in the lower secondary stage of education appears to be disproportionately large and more money could perhaps be laid out with advantage and

will, no doubt, be laid out on primary education when more primary schools have been brought under State control, a matter which should receive the close attention of the Darbar.

9. *Public Works*.—It would add greatly to the interest of future reports and increase their value as permanent records of the administration, if the sufficiency or otherwise of the budget programme under the several heads was referred to, the present condition of the various classes of works was mentioned, and the nature and the amount of supervision exercised were adequately described.

10. *Railway*.—The figure Rs. 64,50,278 shown as the amount of capital expenditure on the railway up to the 31st of December 1903 appears to be incorrect. According to the calculations of the Government shown in G.O., No. 709 Ry., dated 12th April 1904, and communicated to the Resident with endorsement, dated 10th May 1904, the figure should be Rs. 63,96,054. The interest (Rs. 1,95,853) earned by the railway in the course of the year is accordingly 3.06 and not 3.04 per cent.

11. *Forests*.—The delay in the completion of the forest tramway is attributed to the indisposition of the Engineers in charge of the work, but the general administration of the department continues to do credit to the departmental officers and to the Diwan. His Excellency in Council is pleased to learn of the keen interest which His Highness the Raja takes personally in forest matters.

12. *Conclusion*.—Sound finance, a moderate land assessment shortly to be ordered and equalised under the direction of a Diwan specially well qualified for the task by long experience of settlement work, departments conducted efficiently in most respects, and the active participation in public affairs of an enlightened and progressive Chief continue to conduce to the welfare of the State and to deserve the appreciation and commendation which His Excellency the Governor in Council gladly places on record.

(True Extract.)

G. S. FORBES,  
*Chief Secretary.*

To the Resident in Travancore and Cochin.

Copy to the Government of India, Foreign department, with C.L.

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